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MAY 1943 CONTENTS VOL. LXXIX No. 5

Rehabilitating the War Injured ..... HENRY REDKEY 131

St. Louis in April: *Second regional meeting of the National Conference of Social Work* ..... KATHRYN CLOSE 134

Evacuation of Children ..... GRACE HAMILTON HOAD 137

Group Work in the USO ..... ROBERT M. HEININGER 139

The NRPB and Beveridge Reports ..... BEULAH AMIDON 141

Rural Worker's Diary ..... MARGARET M. BROOKS 143

Here in Washington ..... RILLA SCHROEDER 146

The Common Welfare 147

The Social Front 149

Among the States • Education • Public Aid • The Public's Health • Professional • War and Welfare • People and Things

Book Reviews 157

So They Say

• Today interest is an obsolescent tribute that society still pays to the inert supplier of well secured capital.—*Editors of Fortune.*

• If a person is philosophical and has intellectual interests, old age is a very agreeable time. — CHARLES EVANS HUGHES, *retired Chief Justice, on his eighty-first birthday.*

• What makes our external freedoms most worth the promoting? They are to help all men release in themselves whatever liberates the best life in their fellowbeings.—HENRY NEUMANN, *Leader of the Brooklyn Ethical Culture Society.*

• We must remember that what is horrible and lamentable in Coventry and Southampton also is horrible and lamentable in Wilhelmshaven and Cologne.—MERVYN G. HAIGH, *Bishop of Coventry when that city was bombed by the Germans.*

• All frontal attacks on unemployment have failed, and are bound to fail, because the essence of the problem is not to create work for its own sake . . . but to create work destined to fulfill a purpose felt by the community to be worthy of sacrifice.—E. H. CARR, *in "Conditions of Peace."*

• It is just as easily possible to escape to a blueprint as to a tower of ivory.—SAMUEL GRAFTON, *in New York Post.*

• The plight of the world today is the indictment of the church—the demonstration of the failure of religion to fulfill and justify itself.—JOHN HAYNES HOLMES in *Common Sense.*

• Every man who knows how to read has it in his power to magnify himself, to multiply the ways in which he exists, to make his life full, significant, and interesting.—ALDOUS HUXLEY.

• Philosophers, critics, creative artists, are sand in the gears of autocracy. They teach people to think, but thinking is a monopoly of the autocrats. — ALVIN JOHNSON, *Director of the New School for Social Research.*

• It is, I believe, the sacred duty of the common man everywhere to insist that there shall be no tardiness in the United Nations coming together to fashion the sort of world we have promised mankind. — ARTHUR GREENWOOD, *British Labourite, in Survey Graphic for May.*

• We are the economic fulcrum of the planet, and every day the war lasts the leverage grows. — STUART CHASE, *in Survey Graphic for May.*

• Womanpower is a new name for something we have always had.—CHARLOTTE CARR, *War Manpower Commission, to the Academy of Political Science.*

• The emotional fervor that comes from hatred and vengefulness makes for neither competence nor sustained power. —*Statement by the Executive Committee, Federal Council of Churches.*

• All civilizations in the world have been built by mixed races; there is no known biological penalty incurred by the offspring of parents of different physical type.—RUTH BENEDICT, *in Frontiers of Democracy.*

• You can interrupt the improving of a road and ten years later go on with it about where you left off, but if you interrupt decent care for children and ten years later begin again to feel responsible for them, you can by no means begin where you left off. You find them irreparably grown up, and grown up wrong—enemies and liabilities of their community rather than friends and assets.—DOROTHY CANFIELD FISHER.

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St. Louis *Globe-Democrat*

Left to right: Frank J. Bruno and Benjamin E. Youngdahl of the Department of Social Work, Washington University, St. Louis; Eveline Burns of the Economic Security and Health Section, National Resources Planning Board; the Rev. Bryan J. McEntegart, vice-president and presiding officer of the conference.

At St. Louis's Regional Conference of the NCSW

St. Louis *Star-Times*

Charles P. Browning, assistant director of Negro affairs, National Youth Administration, Washington, D. C.

Edith Abbott, School of Social Service Administration, University of Chicago.

St. Louis *Star-Times*

Robert M. Hutchins, president, University of Chicago.

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SURVEY MIDMONTHLY

MAY 1943 VOL. LXXIX NO. 5

Rehabilitating the War Injured

By HENRY REDKEY

Vocational Rehabilitation Counselor, Florida State Department of Education

THE war is a killer and a crippler of men. Not only are they wounded on the battlefields of North Africa and Guadalcanal but factories, working at top speed with newly trained workers, cripple them too in greatly increased numbers in wartime. To date we have lost about 60,000 men killed, wounded and missing in military action in this war. During approximately the same period in 1942 we lost 85,000 killed and more than three million injured on the home front. The National Safety Council reports that the number of workers has increased 30 percent in the last two years and that the accidents have increased over 70 percent. The number of men rejected for physical reasons by the selective service in some districts runs higher than 40 percent.

Fortunately, a larger percentage of the men wounded in this war will survive because of the recent advances in medical science, particularly in the use of the sulfa drugs, blood plasma, and a highly organized medical and hospital service. Their survival adds, however, to the number who must go through life with a physical disability. Many so disabled will need special help in order to become again self-supporting citizens. Such disabilities often interfere very greatly with ability to work, and when the ability to work is impaired a whole series of social problems follows.

All this enters into the vocational rehabilitation problem before us at a time when we are also confronted with the greatest need for manpower in our history. Conceivably it might have been argued by a few in the past that rehabilitation of the handicapped was only a generous and charitable act on the part of society toward its more unfortunate members, but none can say today that this is the only reason for quickly making it possible for the handicapped citizen to go to work. There are various estimates of the number of handicapped who could be rehabilitated at this time if funds and facilities were available. The most conservative estimates from experienced rehabilitation workers range upwards from one million to two million. A million new workers in war industry and agriculture today would be no small contribution to the solution of our war manpower problem.

It is to our advantage that we, as a nation, are not wholly inexperienced in this task, for since 1919 over 100,000 of the veterans of World War I, and more than 160,000 civilians have, by a process of vocational guidance, vocational training, fitting of appliances, and placement, been rehabilitated. That twenty-three year record of success and failure should stand us in good stead now as we prepare to deal with a much larger and more urgent problem. A trained and experienced staff, although small in number, is nevertheless available for the job ahead.

Such is the backdrop for the wrangling and ceaseless negotiation concerning rehabilitation that has gone on in the bureaus and in the legislative halls of Washington for the last eighteen months. No fewer than eleven bills have been introduced on the subject of vocational rehabilitation. The most important of these is the La Follette bill, S-180, analyzed in some detail later in this article. One weary rehabilitation leader wrote to his colleagues: "It has been said that of the writing of books there is no end, and I can now assure you that of the writing of rehabilitation bills there is no end." Why, it may be asked, with rehabilitation machinery available and with a record of twenty years' experience to draw upon, has so much delay and confusion resulted? To understand this fully we must first examine the points of view of several powerful groups which have sought to influence rehabilitation legislation.

THE first of these is the National Rehabilitation Association, made up of vocational rehabilitation workers throughout the country and employed by the several states. They constituted the only group of experienced vocational rehabilitation workers in the country, and like any other professional group were eager to tackle the bigger job with tools that were familiar to them. They had seen rehabilitation grow and develop from a temporary appropriation status to a permanent function of the federal government and of the states. They had seen it outgrow an early emphasis on training in the direction of a rounded service to the handicapped, including the supplying of artificial appliances, expert counseling, maintenance grants for trainees, and in some states provisions for necessary physical restoration for their clients. Above all, they were

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convinced of three things: they knew that properly served and placed, the handicapped had a very significant contribution to make to the war effort; they knew that attempted occupational adjustment of the handicapped by agencies unfamiliar with the individual problems faced by the seriously disabled would result in exploitation and inefficient use of their ability; and they knew that much more money and personnel were immediately necessary if that contribution was to be made available. They were confident of their ability to do the job and to them the solution seemed simple enough.

ACCORDINGLY in the summer of 1941 they proposed and had introduced federal legislation to broaden the scope of rehabilitation and to increase the federal financial participation from 50 percent to 66 percent, since the states faced with decreasing revenues obviously could not appropriate sufficient funds to deal with a problem that was growing so rapidly. These proposals also would have made it possible for the states to use federal funds on a case-by-case contract basis for physical restoration, where necessary, before other vocational rehabilitation service could be effectively supplied. Under this plan a man with a 75 percent disability that could be reduced to a 25 percent disability by a simple operation could have the rehabilitation service pay his doctor for performing the operation. At present the doctor has to do it free, if it is done at all. Through eighteen months the rehabilitation workers have continued their efforts, at all times they have been ready to accept compromises necessary to secure effective legislation. Today most of these workers spend a large portion of their time saying "No" to hundreds of applicants eager for an opportunity to prepare for work. They have to say "No" because in most cases funds available under present laws have long been exhausted. They have to say "No" to an increasing number of employers who literally beg for rehabilitated workers.

A second group with some influence is made up of educators, well represented in the Office of Education. They wanted rehabilitation to remain an administrative function of the Office of Education, and strongly opposed the setting up of a separate division in the Federal Security Agency to administer it. They argued that rehabilitation was chiefly training and was therefore an educational function. They would have physical restoration done by the U. S. Public Health Service, and contended only then should it be offered as a service to all citizens. John W. Studebaker, U. S. commissioner of education, declared to the Florida Vocational Association in Tampa early in March that S-180, which would have provided physical restoration for certain cases on an individual contract basis, was an attempt at "state medicine." He did not say that the bill might have resulted in the removal of the Vocational Rehabilitation Bureau from the Office of Education, where there has been some friction as to its program.

Early in 1942, when there was considerable talk of expanding the rehabilitation program, a preliminary draft of a bill was referred by the Federal Security Agency to the Bureau of the Budget for recommendations. Somewhat to the surprise of all concerned, the Bureau decided to make a study of its own to determine what kind of rehabilitation program was needed. Floyd Reeves, most of whose previous work has been in the field of general education, and Leonard Outhewaite, an anthropologist, who had been associated with the War Manpower Commission as assistant chief of the employment section, and who had earlier been associated with the War Production Board, were commissioned to make the study and recommendations. Their thinking greatly influenced the content of S-2714, which died in committee at the end of the 77th Congress. Much of this influence carried over into S-180.

Their reasoning is probably best illustrated by Mr. Outhewaite's talk before the National Rehabilitation Association in Chicago in August 1942. He painted a picture of what an ideal rehabilitation program should be, one that would do anything and everything necessary to restore a physically handicapped worker to full employment and to continue service as needed from time to time to keep him so employed. Against this he projected the actual results of the state-federal program for the past twenty years. He contended that only a small percentage of the handicapped had been served, that the service had been predominantly training, and that the other needs of the handicapped had been neglected—often such things as minor surgery, which would have enabled the client to return to work immediately. He criticized the federal-state financing, saying that in twenty years the states either could not or would not appropriate more than a small fraction of the funds needed to do a complete job, and that a plan with forty-eight different programs was inherently inefficient. He charged that rehabilitation had concentrated on the younger, better educated group who needed training. His remedy was to set up an all-federal agency, give it plenty of money, and systematically set out to do everything possible to render every handicapped person employable.

THE reaction to this proposal was mixed. Most rehabilitation workers agreed with the objectives, many admitted the criticisms to have much basis in fact, but nearly all felt he was preaching to the church-goers about the absentees. For years they would have been doing all he wanted if they had had the money. However, the rehabilitation workers remembered vividly the problem of placing handicapped persons during a period of great unemployment, and knew that unlimited service to all handicapped people would not result in placement in nonexistent jobs. Furthermore, they distrusted an all-federal set-up when the cooperative relations between the states and the federal government had been for the most part very good. Nobody had any answer for the question of how to get the states to make more adequate appropriations.

The attitude of the veterans' organizations was not immediately clear. When it finally was brought to bear on legislation in the Senate it became a decisive factor. These bodies insisted that rehabilitation of veterans should be solely the function of the Veterans Administration. Although the services provided in S-180 for veterans would have been administered for the most part by the Veterans Administration, and were the same provisions the veterans' organizations wanted performed entirely by the Veterans Administration, they held out for the establishment of a complete new program in the Veterans Administration to be built from the ground up.

Finally, there was the attitude of the President. In October 1942 he sent a special message to the Congress, pointing out the urgent need for early action on vocational rehabilitation. He recommended the creation of a rehabilitation service in the Federal Security Agency, a program of full service for the handicapped person, including all the

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services necessary to enable him to return to work, and the preservation of the federal-state cooperative relationship. Most important, perhaps, was his insistence that a single agency administer the service to both veterans and civilians.

It was with this background that the most important of the many rehabilitation bills was introduced in both House and Senate. Senator Robert M. La Follette, Jr., of Wisconsin, introduced S-180 in the Senate, and Representative Graham A. Barden, of North Carolina, introduced the companion bill in the House. Just what did these bills provide and what was the action taken on them?

The La Follette bill provided, first, for the veterans to receive hospitalization and all other service except vocational training through the Veterans Administration. Training was to be done by the State Rehabilitation Agencies by cooperative agreement between the Veterans Administrator and the Security Administrator, thus utilizing the same training and guidance staff. It would have provided 100 percent federal funds for veterans' training and for training of the civilian war injured. It provided for 100 per cent federal reimbursement to the states for rehabilitation services other than training, and changed the dollar-for-dollar matching of state funds for training for persons whose disabilities are not a result of the war to a two-to-one basis with the federal government paying all administrative costs.

THE cooperative federal-state relationship was maintained but appropriately enough, considering the greatly increased federal share in the financing, the standard for state plans was raised and the Security Administrator given greatly increased control over standards. For example, the administrator could prescribe eligibility requirements, suspend payment if the state plan was not adhered to, and in certain contingencies operate a program in a state, if the state failed to provide a program. Training would be available to all handicapped persons, regardless of financial need, but other services, such as appliances, maintenance allowances during training, and physical restoration would be given on a needs basis. It provided for the establishment of a rehabilitation service within the Security Agency. It provided for a merit system to govern the selection of employes by the states. An interesting provision was that where a state could not provide sufficient funds for its share in the program the Security Administrator might, on the basis of schedules based on comparative state per capita income, increase temporarily for the duration the federal contribution from 66 percent of the cost of training to 90 percent.

The bill defined vocational rehabilitation to mean any services necessary to render a disabled individual fit to engage in a remunerative occupation.

S-180 was obviously an attempt to integrate rehabilitation into one compact federal-state program, to provide adequate funds, and to increase the federal contribution sufficiently to do a comprehensive job. It would raise the standards of rehabilitation service greatly and go a long way toward making the service available to all.

What happened to S-180 fills several pages of the Congressional Record. Senator La Follette lost his fight for a single comprehensive rehabilitation agency when the Clark-Walsh bill was substituted and passed at the behest of veterans' organizations. It sets up a new rehabilitation program in the Veterans Administration. This bill has now passed the House and been signed by the President. S-838, introduced by Senator La Follette, is the same as S-180 except that all provisions pertaining to veterans have been eliminated. It is hoped that this new draft will secure early attention in the Senate.

In the debate several trends were obvious. First, that the temper of Congress is definitely for all services for veterans to be placed in the Veterans Administration, and against their integration with similar services to civilians even when duplication is obvious; second, that there is distrust of anything which might be called social legislation despite any direct relation it may have to the immediate prosecution of the war, as is certainly the case with rehabilitation; third, that there exists a distrust of further centralization of power in the hands of federal administrators, even where large expenditures of federal funds are involved.

THE prospect for rehabilitation legislation to meet the continuing urgent problem is not clear. In the House, the Education Committee is reported to be revising the Barden Bill, HR-699, to eliminate the veterans' provisions in line with the Senate action. The House Education Committee, which met very infrequently in the past, under the chairmanship of Mr. Barden has been meeting daily for several weeks for the exclusive study of HR-699. Such careful study is encouraging and many hope the committee's work will bring an excellent rehabilitation bill to the floor of the House before the end of April. The Senate appears to be waiting for the House to take the next step.

While Washington has engaged in endless talk about rehabilitation, the state-federal rehabilitation programs, carrying on as best they can with peacetime appropriations in a war situation, have accomplished a great deal. Annual reported rehabilitations have jumped from 11,890 in 1940 to an estimated 45,000 for the year ending June 30, 1943. The average cost per case in 1940 was $345 as compared to an estimated $160 this year. This is a result of streamlining the program to fit war needs, and the increasing use of free training opportunities. Nevertheless, 45,000 is a small proportion, indeed, of the one million or more who need rehabilitation. Seventy-five percent or more of the rehabilitated cases are going into war industry. In less than six months many men with medical discharges from the army are re-trained and fighting again, this time on the production line.

In the light of all the talk it is not hard to sympathize with the typical rehabilitation counselor, who has personally supervised the rehabilitation of more than 500 seriously handicapped people, when he points to the 45,000 rehabilitated this year, and reminds you that there are 955,000 more who didn't get the break. He will tell you of hunchbacks operating ships' radios in the merchant marine, of deaf welders, of one-legged machinists, of stenographers in the civil service who have been disabled by infantile paralysis or by arrested tuberculosis. His fund of individual success stories of the handicapped is almost inexhaustible and you cannot blame him when in righteous anger he wants to know "why in heaven's name don't they give us and the handicapped we serve a better chance to help win this war?" Just then the interview is interrupted by a man who only needs an artificial arm to go to work as a welder. The answer: "I am sorry, but we are out of funds. Come back in three months; maybe Congress will have acted by then."

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St. Louis in April

A Report of the Second Regional Conference of the National Conference of Social Work, April 12-16.

By KATHRYN CLOSE

COMMITTEE meetings, social action, and other "extra curricular" responsibilities have long left social workers with little knowledge of leisure time activities except in relationship to the "client" or the community. But to many a St. Louis social worker last month "sleep," too, must have seemed a term that applied only to somebody else. How could you snatch even a short visit with Morpheus when, in spite of personnel shortages and added wartime duties, you had to rush out to Jefferson City to try to make the legislature see the light on the relief question; help to entertain celebrities brought to town by the State Conference of Social Work; take part in meetings of the National Conference of Social Work; and rehearse for the Conference Follies? For in early April when the second regional meeting of the National Conference of Social Work and the annual meeting of the Missouri State Conference of Social Work convened together in St. Louis, the local social workers were in the midst of a drive to divert an "economy" move on the part of legislators who seemed to believe that 4 cents per meal was enough to allow for unemployables on relief.

However, if Missouri social workers were suffering from loss of sleep last month it was not noticeable to social workers from Illinois, Wisconsin, Minnesota, Nebraska, Kansas, Oklahoma, Texas, Arkansas, Tennessee, and even a few of the West Coast states, who came to this regional meeting of the National Conference to listen to and talk about social work's wartime concerns. For the Missourians carried the main weight of the conference. National celebrities there were, of course, especially at the general sessions, but local social workers and social work educators were scattered throughout the morning and afternoon sessions as presiding officers, speakers, discussants, and panel participants.

Nevertheless, the conference was not just regional in tone. As in New York in March [see "The Challenges of War," *Survey Midmonthly,* April 1943], attention was riveted on the war and the ways in which social workers could help bring victory. What the conferees said and asked bore enough resemblance to what was said and asked in New York to indicate that social workers the country over are bothered about the same wartime problems: what is essential, what non-essential; personnel shortages; the social effects of manpower mobilization, particularly on children; planning for the future. The similarity of concern could hardly be accounted for solely by the fact that the outline of the program was the same as in New York, nor by the fact that several of the headline speakers had already spoken at the first conference. For these were the subjects that were on social workers' tongues in lobby conversations and hotel room confabs as well as in the meeting rooms.

The concurrent fight with the Missouri legislature to restore the cut from the governor's recommendation for the biennial relief appropriation was a contrasting backdrop to meetings on plans for future security, which drew large crowds wherever scheduled. The report of the National Resources Planning Board on long range security, work and relief policies, stole the spotlight of interest from the Beveridge Report which had received so much attention at the New York meeting. At the opening session in St. Louis, Eveline M. Burns, chief of the economic security and health section of the board, provided grist for discussion by outlining the report's recommendations along with the main points of the findings of the study which led to them. [See "Freedom from Want: the NRPB Report," by Eveline M. Burns, *Survey Midmonthly,* March 1943.] She answered the criticisms of those who view the costs of the proposals as prohibitive by asserting that, because social insurance is in reality only a redistribution of income, the program does not call for any large new outlay of money except for sums needed to finance public works. Moreover, the "expenditures for the work program will be very heavy only at times of depression, when all economists agree that there is a need for an expansionist policy on the part of government." To meet objections that the board's plan for social insurances, assistances and public works is too complicated, Mrs. Burns put in a reminder of the diversity of the American scene and of the many-dimensional aspects of the problem of insecurity. She defended the proposals for federal grants in aid for general relief and for federalization of unemployment compensation by pointing out that the issue was not the "simple antithesis of federal against local control" but "an attempt to preserve the obvious values of local participation . . . while making sure that, in the national interest, no community performs this service badly because it is either unable or unwilling to provide minimum security."

MRS. BURNS drew a crowd, but so did Edith Abbott of the School of Social Service Administration, University of Chicago, who, at a meeting of the Missouri Association for Social Welfare, criticized both the Beveridge and NRPB reports. Main target of Miss Abbott's attack was the sharp line drawn in both reports between the insurances and the assistance programs. She argued that too much emphasis on the insurances, besides unduly taxing the working man, leaves the assistance programs with the stigma that has carried over from early poor law days. Suggesting that we go back to the "good word 'pension'," which lacks the sting of "assistance," she called for abolition of the means test for old age assistance for everyone below the income tax level of 1941. If she could not go along with the social "blueprints" now attracting world-wide attention, she was in agreement with the planners' insistence that social reform cannot await the termination of the war. As a first step, she suggested repeal now of the old pauper laws in the forty-seven states in which they remain, so as to do away with settlement requirements for relief and public assistance.

The local setting also helped to highlight the conference

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discussions on manpower mobilization and the social problems resulting from it. St. Louis has become so crowded with war workers that a few months ago a ruling was made that the industrial plants could bring no new workers into the area except those with rare skills not available locally. In describing some of the problems brought to the city by the war boom, which "has telescoped twenty years of movement into three years," Myron Gwinner, assistant director of the St. Louis Social Planning Council, maintained that industries were still discriminating against the use of Negroes, though child labor was on the increase and so many mothers of small children were working as to cause widespread and serious threats to family life. In pointing to the need for providing some form of care for the children of working mothers, he declared that there were more requests from mothers for foster care for their children on a twenty-four-hour six-day-a-week basis than there were for day care. Other conference members brought similar descriptions of the problems in other areas, particularly of the needs of children of working mothers. Variously successful community attempts to meet the problem of child care were described, with two difficulties standing out above all others: the problem of devising a means of determining how many children in the community actually need some form of day care; and the problem of finding support for the day care centers and nurseries formerly supported by WPA. Focus of the discussion was on how a day care program could be stimulated and what might be the potential sources of community support, rather than on whether or not mothers should work or how to reach the seemingly inaccessible Lanham act funds.

That the social problems brought by manpower mobilization are not soon to diminish was brought home to the conference by William Haber, chief of the planning division of the War Manpower Commission, who at Thursday night's general session stated the commission's aim for 1943: 20,000,000 workers in war industry; 11,000,000 men and women in the armed forces; 9,000,000 workers in agriculture; 23,500,000 in normal civilian services. Said Mr. Haber:

> . . . By and large we know that the slack is out of the labor army and from now on the going is going to be much tougher . . . We have got to go into the towns and cities of America and take out men and women, youths, boys and girls, older people and handicapped people and those employed, but not quite fully, and mobilize them as recruits for the great industrial Army of America.
>
> Since our great problem is going to be women, our biggest challenge lies in finding ways and means of getting 2,000,000 American women not now working to go and work in war industry.

Mr. Haber further maintained that the recent increase in labor turnover has been due to the increase of women in industry. For this he gave several explanations: household problems complicated by the one and a half to three hours travel time added to an eight-hour work day; the toughness of war jobs that from the outside seem glamorous; inadequate supervision of women new to industry; problems of household management caused by rationing; child care.

Several St. Louisans brought the conference opinions on the manpower situation from the point of view of business. J. Wesley McAfee, president of the Union Electric Company of Missouri, called for greater cooperation on the part of the businessman and the social worker in reducing that "large proportion of absenteeism" which "is coupled with the background of individual social maladjustment." The most efficient utilization of manpower can only come about through coordination of all the government agencies dealing with wartime labor problems, according to William H. Stead, dean of the school of business and public administration, Washington University. He called for enlargement of the U. S. Labor Department with three divisions, to include: the department's present service activities; the manpower control agencies; the handling of labor relations problems. At a panel discussion sponsored by the Joint Committee of Trade Unions in Social Work, Davis H. Nicholson, personnel director of the Sunnen Products Company, praised the enthusiasm and willingness of the American workingman and woman, but pointed to some of the "inefficiencies of democracy" that have held up the production program: improper placement of people on jobs; lack of policy in selective service; absenteeism; failure of management to give workers a proper picture of the importance of their jobs. Absenteeism, he said, was largely caused by health and family problems and by fatigue.

NONE of these men mentioned the waste of manpower in the under-utilization of the Negro labor supply to which Mr. Gwinner had referred as still a problem in St. Louis, though one that has somewhat improved. The local newspapers gave some attention to the warning that the United States can ill afford the "luxury of prejudice," made by Lawrence W. Cramer, executive secretary of the President's Committee on Fair Employment Practices, in a paper repeated from the New York conference; but on the whole the subject did not come in for much discussion. St. Louis was the city shunned only a few years ago by the conference as harboring more discrimination than the members could tolerate. However, if any tensions arose from its being chosen as the setting of this regional conference they did not come to the surface, which seemed calm almost to the point of complacency. The few sessions scheduling discussions of race relations were sparsely attended. At one, Charles P. Browning, assistant director of Negro affairs for the National Youth Administration told of recent advances in racial understanding made through the efforts of churches, community leaders and above all through "the recognition of government that discrimination does exist." But he added: "Some persons would rather risk defeat at the hands of their enemies than abandon their racial concepts." Consideration of the Negro, he maintained, should rest not on humanitarianism and charity, but on "the grass roots of American solidarity." The practice of segregating Negroes within churches—not unheard of in St. Louis—was decried at a meeting sponsored by the Church Conference of Social Work. "Whether we like it or not," declared the Rev. Cleo Blackburn, superintendent of Flanner House, Indianapolis, Ind., "our world is going to become a neighborhood, and the job of Christian people is to make it a brotherhood."

That St. Louis is ahead of many communities in extending the hand of brotherhood in another direction came out in another meeting of the Church Conference of Social Work where the work of local church groups and of Washington University in welcoming Japanese-American families and students from the relocation centers was described. The whole subject of resettlement of the West Coast Japanese seemed to provoke a livelier interest at this second regional conference than at the first, but this may have been

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due in some part to the presence in St. Louis of many of the administrative workers from the camps as well as some of the field staff of the War Relocation Authority. Their testimony revealed that one of the major difficulties in speeding up the resettlement program is fear on the part of the people in the camps. A timely illustration of what they are up against in the job of interpreting their program to the public was provided during the week by General DeWitt's statement casting suspicion on all Japanese "no matter how long their ancestors have been in this country."

IT was hardly necessary to attend meetings at the St. Louis conference to learn of the social workers' interest in the manpower shortage as it affects social work. National agencies had set up booths for recruiting or attempting to recruit workers and the National Vocational Bureau was swamped with requests for aid in building up staffs. There was even a children's agency executive who kept wandering around greeting everyone he knew with the words: "Do you know a child welfare worker who needs a job?" Reference kept cropping up in and out of meetings to the urgency of having social work declared an "essential occupation." To this end, Mabel Uzzell of the Family Welfare Association of America, suggested that social agencies and the professional organizations work out job classifications clarifying the differences in responsibilities and extent of duties. This would be a help, too, in finding out what part of the load could be carried by the untrained worker and what part required the professional. Miss Uzzell also urged the adoption of work-study plans to enable the untrained or partly trained to become professionals.

An illustration of just how essential social workers become during a war emergency was provided at the final session of the conference when J. J. Mallon, headworker of Toynbee Hall in London, told of the part played by British social workers during the blitzkreig. From the very beginning of the war, he said, all professional and voluntary workers quickly became the "handmaidens of Mars." They took on a major role in the evacuation of children, in finding substitute schooling for those left behind in areas where schools were closed, in providing "succor, solace, and entertainment" for persons gathered in the air raid shelters. Mr. Mallon particularly praised the tireless energy and the accomplishments of the volunteers in the Women's Voluntary Services.

Various sessions of the conference brought out the growing interest in the role of volunteers in wartime community services in this country, and there was no little speculation on how much of an answer they offer to the problem of personnel shortage. That public agencies, at least, cannot afford to turn their backs on offers of volunteer service was the opinion expressed by Howard L. Russell, acting director of the American Public Welfare Association, who maintained that any successful volunteer program depends on a mutual interest between the volunteer and the agency. Said he: "The public welfare agency needs help. The private citizen has volunteered. There should be a marriage in the making."

No small proportion of the conference members who gathered in St. Louis came from rural areas, and they bore testimony to the fact that the countryside is not so remote from the impact of war as might be superficially assumed. There were those from sparsely settled counties which had suddenly become the settings of large military concentrations, and they told of problems of housing, adolescent delinquency, health hazards. Others came from areas suffering from depletion in population—particularly in respect to farm hands and school teachers—with a resultant increase in child labor and a decrease in educational opportunities. While farm wages are more nearly adequate now than they have ever been, said Maude T. Barrett, acting commissioner of the Louisiana State Department of Public Welfare, "the future social consequences of the employment of children at the expense of their education and training, and of the physically handicapped and the ill at the expense of their health, should give us all concern." She also pointed out the social worker's difficult responsibility in helping a young man accept the fact of army rejection in a "closely knit rural community" where most personal events are common knowledge.

Elin L. Anderson of the Farm Foundation, Lincoln, Nebr., spoke of the serious physician shortage in most rural areas, resulting from "a policy of drift" which has meant a gradual disappearance of the general practitioner and a converging of the specialists into the cities and the wealthier states. To counteract the dangers of this trend, she urged the adoption of methods of group practice and group payment, and as an example referred to a program recommended by the Nebraska State Planning Committee involving a prepayment plan centering around general practitioners who have at their disposal community-owned diagnostic centers closely associated with larger district hospitals and health centers.

That no small part of the brunt of the social work personnel shortage has fallen on rural areas was also revealed. At a meeting on child welfare services, the discussion indicated that states in which such services had been integrated with the other public programs had had less difficulty in carrying them on when the child welfare workers were lured away to war duties or to other areas. At the same meeting, a program for the integration of all children's services in a rural community was suggested by Benjamin E. Youngdahl of the department of social work, Washington University. It included five steps: an analysis of the needs of the children in the community; a survey of community resources; a plan for action; education of the community; the execution of the plan. The sooner the community leaders are drawn into the planning the better, Mr. Youngdahl said. Mary Lois Pyles, of the division of child welfare, Missouri State Social Security Division, told the story of how a small county with few resources obtained the services of a child welfare worker through asking for part of the time of a worker in a neighboring county. Though the worker has since left and the war has made it impossible to obtain another, the work she accomplished has convinced the leaders in both counties of the need and value of child welfare services.

EVERY conference has its inspirational speaker, the one whose address is followed by a moment of silence before the applause bursts. In St. Louis there were at least two. As at New York, one was Max Lerner of Williams College, Mass. In St. Louis he spoke on wartime morale, warning of the dangers of losing sight of the real enemy in our preoccupation with internal bickerings. We are in great danger, he charged, because of fear, which is dominating the American mind today—fear not of the Germans and Japanese, but of social change, of the revolutionary era, of the future. If we were not dominated by fear, he said, we would have a more generous attitude to-

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ward Negroes, Jews, Jehovah's Witnesses; toward labor, governmental expenditures, and social services. He named four basic conditions for a "great morale": an expanding economy; an affirmative state; a leadership that blazes a path for its followers; a people that has a "sense of great stake in the going society." Mr. Lerner's address was made on the 200th anniversary of the birth of Thomas Jefferson, and in reference to this he said:

> If we face our future as he faced his, if we act in our world revolutionary era as he acted in his, that will be commemoration enough for Thomas Jefferson. . . . Jefferson's politics and his program have been outdated by the march of the machine and the flight of the airplane, but his openness of mind and his revolutionary spirit, his belief in America, his belief in democracy, his belief in man's potentialities will never be outdated. The tragic thing is those qualities no longer describe his children. Our ruling group no longer lives gracefully or thinks spaciously. Without having lost a tenacious will to rule and a sense of dedication, we have as a people begun to lose our openness to new ideas and our sense of being a new world. . . .
>
> America must remember its heritage. It must remember that it began as a new world and it can continue only with a sense of being a new world.

Mr. Lerner profoundly stirred his audience with his specific descriptions of the stumbling blocks in the road to a better world, but another speaker achieved the same effect by calling for a revolution in philosophy and in fundamental approach to living. This was Robert M. Hutchins, president of the University of Chicago, who at a luncheon sponsored by the Missouri Association of Social Welfare attracted one of the largest audiences of the conference. He pleaded for a reconstruction of our own lives based on an uprooting of materialistic concepts and a replanting of moral and spiritual ideals. If we are fighting just for survival or business or tires, it would be cheaper to buy these things, he said. But if we are fighting for the dignity of man, we must be sincere in our belief that human rights belong to all individuals, even our enemies. From the present state of the world, he suggested, we must conclude that our faith in technology as a substitute for justice has been naive. He added:

> It would be laughable to try to build a new order with the old ideals. If we would change the face of the earth we must first change our own hearts. . . .
>
> An international organization, without a change of heart, would be the greatest prize of greed and ambition, and hence the most alarming portent of universal destruction that the world has ever seen. The best postwar planning in which we can engage is planning to make the United States a working model of democracy. We need a new order for America. We need a new order for the world. If we do not provide it Hitler will. Men who do not want to live like beasts must make up their minds to live like men.

From the response it was evident that he had formulated the "sense of the meeting."

Evacuation of Children

By GRACE HAMILTON HOAD
North Atlantic Area, American Red Cross

WHILE we may never need to evacuate children within our borders, it is well to consider the problem of evacuation and know its magnitude, so this country may be prepared against any such eventuality. With this thought in mind, a study and analysis of the many problems involved was made last summer by the author as a volunteer for the Detroit Office of Civilian Defense. The original material was mimeographed, and was used by committees of the local OCD in planning for the possible evacuation from the city of Detroit. The main points are presented here in condensed form, to give some idea of the variety and extent of the problems involved.

Available information on England's experience was considered in order that this program might learn by England's errors, as well as her successes. The major difficulties appeared to have been caused by failure to appoint one director with sufficient power to allow expenditures, make decisions, and eliminate unnecessary details; and by failure to employ adequate full time salaried staffs in the planning and execution of the program. This shortsightedness resulted in unpleasant situations, such as overcrowded reception areas; dissatisfaction on the part of receiving families who were sent untrained, verminous, venereal or unclean children; return of children to the cities because of difficulties within the billet—placement in homes of different standards, illness or accident, homesickness, or the attitude of the billeting family. Inadequate plans for schools, recreation, clinics, hospitals for infectious diseases, visits from parents, problem children, and specialized personnel in the reception area are additional criticisms of the English system.

This study therefore established the following objectives:

> Effective evacuation of large numbers of people with a minimum disruption of their lives.
>
> Coordination of participating communities and agencies to the end of minimum inconvenience to both evacuation and reception areas.
>
> Organization and procedure involving minimum financial expenditure and detail. In this connection, English experience must be considered in the light of the special conditions of this country, including geography, political structure, and general social attitude.

The successful evacuation of thousands of children differing in age, sex, race, religion, and background cannot be accomplished spontaneously. Painstaking, detailed planning is a prerequisite.

First, a program of publicity and information must be inaugurated pointing out the need for evacuation; what plans are being made; who is included; the steps for families to take, and so on. During this campaign, emphasis should be placed on getting the cooperation of families, while at the same time preparing both adults and children for possible separation. Suitable reception areas must be carefully chosen, and facilities adaptable to group billeting investigated. The people in the reception area must be prepared for the moving in of evacuees, and private billets registered and investigated.

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One of the first steps should be a survey of children, beginning with an estimate of the number of children in the area to be evacuated. This estimate should include the number, race, color, creed, age, and so on, so that the size and complexity of the problem can be fairly well established. School records will provide one basis for such an estimate. This can be augmented by estimates of the number of pre-school children in the area. In many large centers of population, the school system makes such estimates yearly as a matter of routine.

The number of children who could not be included in the regular billeting plans should likewise be determined, even though the original figure may be changed in the light of more complete information during registration. From 10 to 15 percent of the children will need special billeting as a result of physical or emotional handicaps or abnormalities. English experience shows some of the children to be unsuitable for foster home care because of nervousness or behavior problems; aggressiveness and delinquency have likewise created disturbing behavior problems. While the proportions of such children in the United States may vary from English ratios, the British studies dealing with these problems can be used constructively in this country.

An essential part of planning, on which the success of the entire program may hinge, is the adequate provision for minority groups of children. For example, cardiacs, Tb suspects, enuritic children, should be recognized as needing special billet care. School records of physical and personality characteristics may need to be supplemented by information from psychologists, social workers, or nurses who examine children at the school. To this information should be added relevant facts developed by the social worker during the registration interview with the parent. This is necessary to learn about children's difficulties which may be known only to the families. With this information available, special billeting arrangements can be made for the children needing such treatment.

AN analysis of England's program indicates that removal of children in their school groups resulted in the most successful evacuation. It is almost impossible to plan the evacuation of tens of thousands of children as individuals. In actual practice they must be dealt with in groups. Parents will cooperate more fully, and will feel more assurance in entrusting their children to another's care, if the children go in groups, particularly if the group is an established one with which the parents are familiar, and in charge of someone the parents know.

In the case of school-age children, the school and the grade provide natural groupings of the most desirable kind. The problem of pre-school children is more serious. The creation of some method of grouping pre-school children may be essential to their successful evacuation.

In view of other wartime functions which nursery schools can perform, it is urged that first consideration be given to the promotion of these agencies. They will serve several purposes simultaneously: providing nursery school care and education for young children; allowing mothers to replace men in factories; allowing mothers to do volunteer work; providing an opportunity for the individual child to become identified with a group and teacher, with whom he will be comfortable when evacuated as part of the group; and serving as an entry into homes which otherwise might not be reached. Certain educational systems started nursery schools some years ago, and more recently have been sponsors and supervisors for WPA nursery schools. The same professional standards already established in the regular school system should prevail in the nursery school. In addition, selected volunteers should be utilized. Every consideration should be given to a specialized staff so that the standards of work will not be jeopardized. It was noticed in England that excessive dilution of regular professional staffs by volunteers had serious consequences.

Any plan for evacuation of a large number of people must carry with it provision for execution of the plan. This involves setting up adequate organizational machinery. In addition, it is necessary to determine the personnel needed for the total program—planning and execution. Also, responsibility for specific parts of the program must be assigned. For this reason, each section of the organization must have a head who is immediately responsible to the director. The director is then in a position to coordinate this effort in all its phases. He, in turn, is responsible to the director of Civilian Defense. The office of the director of evacuation is an integral department of the Office of Civilian Defense and has responsibility for coordinating its activities with other OCD departments and with the total defense program.

Since evacuation is a matter of civilian defense it becomes the responsibility of OCD to provide an organization, with the personnel necessary to man it.

The preliminary stages involve study and planning in order to determine the extent of the problem and the way to meet it. Here a paid skeleton staff is necessary. This staff may be assisted by volunteers and by technical persons on loan from government departments or private concerns. For example: while planning for transportation, an expert in that field may be secured from a public or private organization. Similarly, while analyzing the legal aspects of the program, counsel already employed by the city may be assigned to this task. At the same time the organization, volunteer and paid, required for actual execution of the program should be instructed in its functions.

It is desirable that the salaried staff be of high caliber and not cumbersome in size. Wherever possible, persons in other departments of the OCD should be used. Full use also should be made of existing public agencies. A large amount of the detail work can and probably will be done by volunteers. One of the important tasks will be to set up the machinery to recruit, select, classify, train, and assign them.

Clearly the knowledge and professional staff of existing agencies should be utilized as far as possible, both in planning a community evacuation program and putting it into effect. The supplementing of existing agencies and their staffs with both volunteer and salaried personnel, and the welding of the whole into an organization capable of functioning smoothly and quickly requires administrative and executive ability of a high order.

The Detroit study recommended that a director of evacuation be appointed by the Office of Civilian Defense in each potential area of evacuation. He should be responsible for all phases of the evacuation program. The cooperation of various departments of the city, state, and county governments and of appropriate federal agencies, should be enlisted wherever needed, including arrangements for sending professionals such as doctors, social workers, nurses, teachers, into the reception areas as they are required. If volunteers can be obtained, they should be used wherever their

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qualifications are suited to the requirements of the program. To prevent the repetition of many of the difficulties experienced in England, an excessive dilution of salaried staff by untrained volunteers must be avoided.

In each reception area a committee should be appointed to sponsor the program in the community, and to elect or name a billeting officer. It is suggested that the local representative of the state social security program be designated to supervise the reception of evacuees. His duties would include establishing a central registration file on billets, approval of private billets, maintenance of a file of evacuees, and inspection. Recommendations also should be made concerning possible or actual group billets.

It is assumed that there will be a full interchange of pertinent information between the military and the civilian authorities. Determination of evacuation areas is in part a military decision, as is the judgment of relative safety of possible reception areas. The order for actual evacuation should originate with the military. On the other hand, the program of evacuation is, in its essence, a civilian problem.

Group Work in the USO

By LIEUT. ROBERT M. HEININGER, USNR

Formerly Executive for Program Services, USO

THERE are today, or soon will be, seven million men serving in our armed forces. There seem to be at least as many authorities on their interests and needs. This profusion of authorities is certainly neither an unhealthy phenomenon nor an unexpected one. It is merely a reflection of the concern of the 123,000,000 Americans not in uniform for those who are. It is, moreover, a challenge to group workers and particularly to every organization serving the needs of men in uniform.

The USO is one of the organizations with a specific responsibility to the man in uniform. Broadly speaking, the USO was created to assist men and women in making adjustments to new conditions with enthusiasm and high morale. As a part of its responsibility, the USO serves men and women war production workers in many overcrowded communities throughout the country.

The first USO club was opened in March 1941, forerunner of the total of 339 clubs originally planned. But this plan, which seemed rather ambitious when it was made, was found inadequate almost before it was well started. The magnitude of the job to be done and the range of the services demanded have perhaps detracted from some phases of USO which are of particular importance to those with a professional interest in the field of group work.

In attempting to achieve its aims, USO has taken a leaf from peacetime experience. Group work programs have been at pains to avoid negative objectives such as "the prevention of juvenile delinquency." Similarly, USO has tried to avoid the conception of building facilities and services as a means of keeping men and women out of undesirable places for recreational activity or as centers for "time-consuming" programs. USO makes no claim of adding to the established theories of group work through its experience thus far in this war. On the contrary, the effort has been to apply tested methods to the new conditions which the war effort has created.

In examining USO in action I should like to suggest three elements of good group work practice and describe their application to USO service, particularly to the man in uniform.

An accepted indication of good group work practice is that the content of an activity program must be considered in the light of the human relations it involves. Group workers have learned to be less concerned about the development of skills in arts and crafts, dramatics or photography than about the ways in which experience in these activities fulfills the needs of the group members for contacts and responses from others.

Thus, in the field of education, the progressive school has become "child-centered," not "subject-centered." Similarly, USO Clubs are "serviceman-centered," not "activity-centered." This conception of USO service places the focus upon the needs of the individual and his interests rather than upon planning activities for mass participation.

WHAT do we know about the needs of our men under arms? Most of us would agree that basic individual needs are not changed by war, but merely intensified. When a man puts on khaki or blue he still needs recognition, the satisfaction of belonging, a sense of worth and friendship.

In addition, we know that those in American uniform today are better educated and more sophisticated than the men of any army in history. There are more than twice as many college graduates in the armed services and a much larger proportion of high school graduates than there were in World War I.

We also know that in specific places the needs of men in service are accentuated because of particular situations, such as induction centers, embarkation points, and detached units.

USO activities are justified only in terms of service to individuals, not by the numbers participating nor by tangible results. Mass activities and small group activities are not ends in themselves, but opportunities for group life and self-expression for the individual. Home hospitality, showers, checking, the provision of shaving, shoeshine and writing facilities are not impersonalized services but expressions of the fact that the program is geared to the individual.

USO staffs have adopted simple procedures which have affected not only the content of the program but the whole atmosphere of the club. For example, the workers and volunteers try to learn to call a great many of the servicemen by name; they are good listeners; they make sure that someone seeks out newcomers and greets those that are familiar; they are on the alert for the man who is shy, lonely, distracted, over-aggressive, boisterous, antagonistic; they circulate through the club and are not "administrators" in offices behind desks. They give personal attention as far as possible to each individual at every point in the club, including the snack bar, the coat room, the counter, the library, the lounges.

"Natural groups," in the sense of past experience in civilian agencies, are unknown in USO. Time-off schedules, shifting of military personnel, and other causes make the formation of closely knit groups difficult in the club pro-

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gram. The worker thus plays an unusually active part in group formation. Continual observation of such factors as civilian background, age, and previous interests has been very useful in USO group work. The most successful programs are those giving greatest emphasis to these factors. In addition, special aspects of military life have acted not as limitations but as guides to successful group formation—the station hospital, for example, the post-office, MP personnel, single companies, and even battalions.

DIFFICULTIES in applying group work methods in USO operations will be manifest to workers in this field. The very size of the undertaking has been a complicating factor. The changing clientele, with consequent lack of continuity in participation, has been a serious problem. Leadership and facilities remain stationary but the groups move on and often continue their association. A photograph recently received from the Solomon Islands shows a small, crudely constructed shack as background for a group of U. S. Army men playing games. Nailed to the building is a shingle upon which has been painted "USO." Whenever possible we build groups around a permanent nucleus of civilians, notably in such activities as crafts, dramatics, and forums. The permanent nucleus gives the groups enough flexibility to withstand partial shifts in membership without too great loss of momentum; and enables them to serve a considerable number of individuals over a period of time.

A second generally accepted indication of good group work practice is based on the belief that opportunities for creative experience bring forth more worthwhile results than a formalized program of activity. USO has applied this belief to dances, entertainments, arts and crafts, dramatics, writers' groups, as well as to what we refer to broadly as "adult education" of the discussion group or forum type.

We have moved beyond rigid programs, the stimulation of participation by prizes and awards and the superimposing of ideas. The emphasis is upon a flexible program, the individualization of the participant, and the free creative approach. USO workers have learned the importance of such elementary considerations as the arrangement of the room and materials. We know the setting must be inviting and stimulating or it will discourage participation. We have learned to make provision for the small numbers with special interests as well as the large numbers who find their own opportunities in a mass situation. Even mass activities bring out values for the individuals. We have found that movies, community sings, quiz programs, and similar activities offer excellent outlets for self-expression.

The third element of good practice involves our belief in democratic participation in planning and executing programs, and the relation of this experience to the assumption of responsibility in a broader social sense. This is one of group work's first affirmations but also one which seldom is demonstrated effectively in practice. In the USO we have attempted to make the serviceman a partner in initiating, planning, and carrying out the program. Servicemen's councils have been very successful in this. Special programs and many mass activities as well as small group activities are led by the servicemen. Dances and entertainments are being taken over by various units in the army. In some clubs, standards have been established by representative groups. Policing and disciplinary problems have become the responsibility of the servicemen and not of the staff.

Group workers hold that it is not enough to develop programs on the basis of the interests and needs of the individuals and to offer opportunities for creative expression. Of equal importance with the development of abilities and skills is the direction of these powers toward the benefit of society. This concept has been applied in various ways in the USO program, in spite of limitations which must be recognized. Personal anxieties and uncertainties tend to discourage objective thinking. The highly organized military life often seems to blunt intellectual curiosity. Many members of the armed forces do not seem eager to learn. They are, after all, a cross section of the population. They are living under new conditions, absorbed in war concerns.

In spite of these obvious limitations, USO staffs have been able to encourage participation in socially useful projects. Murals have been painted on the walls of clubs and the surrounding grounds landscaped by servicemen with these skills. Club newspapers encourage writing talents and also become joint community projects, voicing a variety of opinions on current problems. Men, who in civilian life taught Sunday School classes and led Boy Scout troops, are given an opportunity to continue such activities wherever possible. Men who were leaders in labor unions frequently are able to assist labor schools and unions in the communities in which the armed forces have placed them.

Interest in such activities or in arts and crafts or in sports provides a useful balance wheel in a period of great tension. An understanding of what is happening is of equal importance. Discussions, lectures, movies, and posters stir and direct interest in current affairs.

In Spartanburg, S. C., movie shorts obtained through the U. S. Office of Government Reports, the Audio-Visual Extension Service of the University of Georgia, and the British Information Services bring up-to-date facts about Africa, India, and Latin America. Local college instructors lead discussion periods. Special lecturers discuss such topics as "What We are Fighting For" and "The Situation in the Far East." "Java Clubs" drink Sunday morning breakfast coffee in many USO clubs and talk about current problems. "The World News of the Week" maps are distributed to most USO clubs. Men stand around the maps and discuss the progress of the war on the various fronts. Vice-President Wallace's address, "The Price of Free World Victory," has started innumerable discussions of "What we're trying to do." USO libraries have been supplied fairly adequately with current books, pamphlets, and magazines.

USO recognizes that if these millions of young men in service go into "intellectual cold storage" it will be an irreparable loss to the nation. The war and the developments throughout the world have dramatized the concept of the planet as a community. Millions of young men are beginning to see that what happens in India, China, Russia, Africa, South America is related to their immediate situation and to their future. USO is learning to use this awareness to help keep the serviceman alive intellectually and in some measure to prepare him for an active part in the solution of postwar problems.

These are three of the elements of good group work practice which are of chief concern to the 1,800 members of the USO professional staff throughout the country. Group work in USO is dependent upon the skill of these workers in putting their beliefs into practice. The USO staff is working under great pressure. They recognize their tremendous opportunity. Through it they are making an important contribution to group work's increasing professional maturity.

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The NRPB and Beveridge Reports

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READING ROOM

By BEULAH AMIDON

IN the two great English speaking nations, plans for attaining "freedom from want" in the postwar world were put forward within a few months of one another. Both the Beveridge Report in England, prepared by the chairman of an interdepartmental committee and submitted to Parliament in November 1942, and the report of the National Resources Planning Board in this country, sent to Congress by the President in March 1943, are being widely discussed. [See *Survey Midmonthly,* March and April; *Survey Graphic,* January.] The two programs have much in common. They also have many points of difference, some of them due to differences in the institutions and the social insurance experiences of the two countries, some to differences of opinion as to the most direct route to a common goal.

In objective and in scope both documents are concerned with long range planning. Both point to some of the difficulties involved in immediate adoption of the measures they propose, but both underscore the urgent need for formulating now the general policies which will lead to the development of a logical and integrated system of social security. The purpose of both plans is to insure freedom from want, and to promote the health and well being of the people. Both lay down broad policies, and both make specific, detailed recommendations for establishing a base line of security below which no one—man, woman, or child—will be allowed to fall. Both recognize steady work as the foundation of security. The NRPB report makes definite recommendations for providing steady work. The Beveridge Report rests on a series of assumptions, one of which is that hereafter unemployment in Britain will be controlled, and that those able and willing to work can, in general, count on having a steady job. But the English program leaves to further study the solution of the unemployment problem. In dealing with health and medical service, both reports recognize the area as an essential aspect of social security, but both confine themselves to broad recommendations, neither venturing on specific proposals.

Before considering points of difference and similarity between the detailed programs, it might be helpful to consider briefly some of the broad social and economic differences between this country and Great Britain, and their effect on the two social security plans.

Geographical differences in standard of living and cost of living are more marked in the United States than in Great Britain, partly because of the relative difference in size between the two countries, partly because of differences in history, tradition, and population. For this reason, the Beveridge Report is able to recommend uniform benefits for all individuals of a given age and sex. In the United States, it would create very real difficulties, political as well as individual if, for example, a national agency proposed to afford security to a family in New York City and a family in rural Arkansas with the same sum of money. Even so, Sir William Beveridge admits that geographical differentials in benefits may be necessary, unless a national housing program reduces rent differentials in Great Britain.

Differences in wages as between occupations are less marked in Great Britain than in the United States. Therefore the British report is able to propose uniform benefits for all persons of a given sex or age, without encountering the resistance that would be met in attempting to provide the same security benefits for a Mississippi sharecropper's family and the family of a tool and die maker in Detroit. Nevertheless, the Beveridge Report points out that unless farm wages in the postwar period are raised to levels comparable with wages in industry, occupational differentials may have to be included in any acceptable program of social insurance.

In Great Britain, the general principle that government should underwrite maintenance for the people is by no means new. Since the British public has, for the most part, accepted this basic idea, it is much simpler there than in this country to translate the principle into specific proposals. In some security measures, the doctrine already has been put into effect, and the public is accustomed to its application.

In this country, irresponsible pressure groups lobbying for special benefits are much more conspicuous and powerful than in Great Britain. It is possible for the Beveridge Report to propose a specific sum of money, payable under specific circumstances, without running the risk of pressure from lobbyists at each new legislative session to increase this sum. For example, in England, where no veterans' lobby exists, the old age insurance benefit payment has stood at 10 shillings a week for nearly eighteen years.

Britain is a unitary, not a federal system of government. Its social insurance system always has been national, and for the last nine years, the national government has operated the outstanding assistance program in the country. Thus the Beveridge Report is able to propose a single national administration for all insurance and assistance programs without encountering the states' rights principles and the fear of centralized administration which are widely prevalent in this country.

Finally, the Beveridge Report, as an earlier article in *Survey Midmonthly* has pointed out, is put forward against a background of three decades' experience with a comprehensive social insurance and assistance program. Except for children's allowances and marriage and funeral benefits, the Beveridge Report thus involves the extension of familiar measures, rather than the introduction of new principles and proposals. Further, this long experience provides data which make it possible to offer specific estimates of the costs of new or expanded insurance and assistance measures. Lacking such data, the American report does not attempt detailed cost figures.

IN FORMULATING SPECIFIC PROGRAMS, BOTH REPORTS repeatedly insist the problem of poverty cannot be solved by social insurance and assistance alone; both urge the development of a program for the promotion of the health of the population as essential to a successful attack on want and insecurity; both point out that social insurance measures can contribute not only by safeguarding the living

Reprints of this article and two from the April *Survey Midmonthly* by Eveline M. Burns and Rilla Schroeder on the NRPB and Social Security Board reports are available in pamphlet form. See inside front cover for prices.

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standard of the individual and his dependents, but also by buttressing purchasing power and thereby expanding production and employment. Both reports recognize that in an industrial society the individual cannot control his economic destiny—the government must shoulder the responsibility for providing full employment. The Beveridge Report does not recommend means to this end. The NRPB report analyzes the part that public spending policies play, and urges a direct attack on joblessness—full or partial—through the stimulation of industries in regions with low levels of production, transfer of workers from contracting to expanding employment areas, and a special program for the handicapped. In addition, the NRPB proposes public employment to take up the slack of private industry, pointing to the gains to the community through well planned public works programs.

The Beveridge Report makes no specific mention of youth. The NRPB report recognizes that "during these formative years all young people should be assured of an opportunity to acquire that degree of formal and cultural education which is essential for the exercise of the responsibilities of citizenship in a democratic society. It is equally desirable that, by the time they reach the age of about twenty-one, young people should have secured through experience the necessary work habits, discipline, and familiarity with the use of tools and equipment which will place them in a position to compete effectively for employment with other adults." To this end, the NRPB recommends "measures which will enable youth who ought to continue formal education to do so" and also work and training programs for both in-school and out-of-school youth.

Both reports underscore the importance of expanded training programs for adults. Both urge the payment of training grants. The NRPB proposes that the unemployed should be given training opportunities (with appropriate grants) where labor market conditions so indicate. The Beveridge Report suggests that for widows without training, assistance should take the form of training and grants; and that all the unemployed should be required to take training after drawing twenty-six weeks of unconditional unemployment compensation benefits.

One of the assumptions on which Sir William Beveridge bases his report is that comprehensive health and rehabilitation services for the prevention and cure of disease and restoration of the capacity to work, will be assured all the people. He proposes that this service be made available to all, and that it be administered by special health officials, as distinct from the social insurance authorities. Beyond this, Beveridge offers no detailed program, on the ground that the professional details of the health service are outside the scope of his report. The NRPB report urges that immediate attention be given to shaping a program assuring medical care, and stresses the importance of preventive health measures and programs of rehabilitation in reducing the need for public aid. But like the English document, the NRPB report does not attempt to go beyond general principles in this field.

To safeguard the right to work, the NRPB report proposes a public work program for those who have exhausted twenty-six weeks of unemployment compensation benefits, and for those not covered by unemployment compensation. The program would not be based on a means test. It would set up standards of performance equal to those normally required in private or regular government employment, in return for payment at prevailing wage rates. The plan includes a permanent federal works agency, responsible for planning ahead for useful projects in cooperation with state and local agencies, and for substantial federal financing. Beveridge, while assuming the control of mass unemployment as basic to his program, holds that the ways and means of providing a high level of employment fall outside the range of his report.

THE MAJOR SECTIONS OF BOTH REPORTS ARE FOCUSED on proposals for income maintenance. Both documents recommend specific measures to assure freedom from want due to old age, disability and ill health, unemployment, and the loss of the breadwinner. In addition, the Beveridge Report treats maternity and parenthood as an economic risk, and proposes payments to women on marriage, maternity payments, and children's allowances for all parents, regardless of income. The British plan also includes funeral benefits; the American does not.

Both the English and the American report urge the widest possible use of social insurance as a means of maintaining income. But both insist that an adequate, uniform, nationwide system of public assistance is an indispensable supplement to social insurance. The Beveridge Report, because of wider acceptance of the insurance principle in England than in the United States and a greater uniformity of economic conditions, suggests a speedier extension of social insurance to all occupational groups in the population than does the NRPB report. Therefore, public assistance plays a less important part in the British than in the American scheme. The NRPB report, however, envisages a decline in the need for public assistance in this country, paralleling the gradual extension of social insurance. The NRPB report urges the immediate adoption of social insurance to make good the loss of income due to illness, and the extension of old age and unemployment insurance to cover some groups now excluded. It urges progressive extension to agricultural and domestic workers. The NRPB report does not recommend inclusion of the self-employed in social insurance; the Beveridge Report does. Both reports propose that to qualify for insurance benefits, an insured person must have paid a certain number of contributions into the insurance funds. Under both schemes, therefore, there always would be a group of the insured unable to qualify for benefits.

The NRPB retains the characteristic American principle of relating basic benefits to earnings. The report, however, urges a more adequate minimum benefit, uniform throughout the country, and the extension to other insurance programs of the principle of dependents' benefits now embodied only in old age and survivors insurance. The Beveridge Report retains the present British system of uniform benefits. It suggests that the benefit rate be based on a maintenance standard. But this principle is qualified by several exceptions: benefits to those permanently disabled by industrial accident or disease are to be based on previous earnings; for twenty years, the aged as a group will receive lower basic benefits than the unemployed or disabled, and during this period different groups of the aged will be treated differently; payments to widows and the aged will be subject to a deduction for earnings; unemployment and disability benefits for gainfully employed married women will be lower than those for single women; all insured persons not able to qualify for benefits will receive payments based on need.

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In discussing the cost of the proposed social insurance program, the Beveridge Report offers detailed estimates. To this end, it was necessary only to estimate the number of persons likely to qualify at any given time, and the fluctuations in the cost of living. The first factor in the equation is drawn from Britain's thirty-year experience with social insurance. The second is provided by assuming "as a basis of discussion," that the postwar cost of living will be 25 percent above the prewar level. Since the NRPB proposal for benefits related to earnings would mean basing cost estimates on a number of variables, including estimates of the number of recipients, wage movements and differentials, and the speed with which regional minimums could be brought up to a maintenance level, no such detailed cost figures are attempted.

The Beveridge Report suggests tentatively that by 1945, the costs of the plan should be distributed among employers, workers, and the general taxpayer in the proportions of 20, 28, and 50 percent respectively, with 2 percent coming from interest on accumulated funds. These percentages are arrived at by adding together the separate cost distributions for each type of benefit, in all of which a substantial contribution from general tax funds is involved. The proportion, however, varies from program to program. Thus the general taxpayer meets the whole cost of public assistance and family allowances, but contributes relatively less to funeral benefits. Workers pay a larger share of the cost of unemployment compensation benefits than of old age and survivors insurance. Employers pay the major share of workmen's compensation in certain hazardous occupations.

The NRPB proposes that the full costs of public assistance should be met by the general taxpayer, and that the costs of the social insurances should be shared by employer, worker, and the taxpayer.

The NRPB report proposes that contributions to finance social insurance programs should be in the form of a uniform percentage tax on wages and payrolls, that is, those who earn more (and therefore draw more) will also pay more. Beveridge proposes that the same contributions should be made in each class of the insured, regardless of earnings. He defines eighteen classes of insured contributors, based on the age and sex of the individual.

The administrative proposals of the NRPB are based on a federal system of government. The report assumes that it is desirable in this country to enlist the participation of all levels of government in a comprehensive program, and makes suggestions for specific allocations of responsibility for specific programs or parts of a program. Federal operation is urged only where this seems to be the only efficient and certain method of attaining the policy objectives.

The administrative proposals of the Beveridge Report are much simpler. They envisage a single national Ministry of Social Security, functioning through its own regional and local offices. This does not represent a great innovation, since the social insurances already are either subject to central control or centrally administered. The most important assistance program, providing unemployment assistance and supplementation of old age pensions, is wholly national. Both reports propose that the head of the social security system in their respective governments have cabinet status.

Both reports urge the establishment of a permanent advisory committee, to report on the operation of the entire security program, and to make recommendations for needed changes. The sphere of this committee's activities is envisaged more widely by the NRPB report which treats the assurance of work and special measures for youth as integral parts of the suggested program.

Both reports underscore the importance of reducing the number of points of application for all income maintenance payments—insurance and assistance—and both urge the establishment in every community of a central information bureau. Here the citizen would be able to find out what resources, public and private, are available to him, and receive advice and assistance in getting in touch with the appropriate agencies.

In studying the two documents it is important to bear in mind the different conditions of history, cost of living, wage levels, experience with social insurance, political framework, out of which each comes. It is equally important to bear in mind their common objective: the establishment and maintenance of freedom from want for the people of their respective countries.

Rural Worker's Diary

By MARGARET M. BROOKS

THIS county is almost exactly in the center of the state, between the good farm lands of the southern part and the cut-over timber country of the northern. There are a few wriggles in the boundary line, but the county is about twenty-four miles wide and forty-two miles long. Most of the eastern land is broken by swamps, small lakes or sandy hills and is poor farming land, although it's a duck hunters' paradise in the fall, and has fair fishing in summer. A good many public assistance cases live in this eastern part. Going from east to west, the land goes from fair to good. The western half has a good deal of dairying and the farms are fairly prosperous.

The county is dotted with ten villages and has one city (pop. about 3,000). This typical small railroad town has been suffering from gradually diminishing rail traffic for the last twenty years. Once there were twenty-two trains a day; now four trains a day. Result: a large general relief case load up to a year ago. Some of the load moved in from the cut-over land of neighboring northern counties and from the eastern part of this county. Others were unemployed and stranded because of the reduced rail traffic.

The county is a fairly typical farming community in this state. Just the same, the war has had a real effect on even such a county as this, rural and remote from defense centers and from the excitement of the war effort.

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Everyone notices the exodus from the county. Out of a population of 26,138, the Army, Navy, Coast Guard, and Marines have drawn a total of 1,075 men. It shows up when one out of every twenty-six persons goes into the armed forces.

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Further, individual men and whole families have been lured away by the wages and opportunities in war industry. Every week the newspaper tells of families moving away. Most have gone to war industry areas on the West Coast. They write back to relatives and friends to tell about golden opportunities, with emphasis on high weekly wages and little or no mention of the cost of living or the difficulty of finding a tourist cabin or a spot for the trailer. Like tales of the days of the Forty-Niners. The appeal of the West Coast today is very similar, though now the caravan moves at thirty-five miles an hour on the nation's last rubber.

Some families have moved to other areas and a few of them to neighboring counties, where some small war industries are just being set up. A WPA vocational training school in the county fitted a good many workers for these jobs.

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The labor shortage is the greatest impact of the war to date. Almost two hundred farmers in the county had auction sales during the last three months of 1942. Most of these farmers are quitting because they have lost their farm help. Either the hired man or the son has gone into the armed forces or is on the move, looking for more lucrative war work. Restaurants, garages, filling stations, grocery stores, even welfare offices feel the labor shortage. A fifteen-year-old boy, a state ward, quit school this fall. I investigated at the request of the parents and school authorities and found him working in a garage as night watchman. I took the owner to task for this. He admitted breaking the child labor laws, but begged to keep the boy on any hour schedule I'd suggest. Many young boys and girls are holding jobs, both in the towns and on the farms.

Older married women, many of whom have not taught school for ten to twenty years, are now behind desks in rural and town schools. The shortage of teachers seems almost as great as the shortage of welfare workers. Our staff has been depleted for over six months and we can't find replacements.

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The statisticians of the University Farm say farm prices for September 1942 were 38 percent above September 1935-1939—meaning, I suppose, an average of those five years. The increase in farm prices in this particular county seems to be above that amount.

The present trend in farming here is toward farms of what might be called a family size—so that the farmer and his family can do the necessary work without relying on transient farm labor or the community hired man. Result: the small farmer now has a better opportunity than before to hold his own. In some cases he is able to get better farm land; landlords know that the big operator can't carry the load because he can't get the help, and as a result they are willing to subdivide their property and give the small operator a chance to rent on favorable terms. Also, the small farmer is able to sell his low-quality herd and get better cattle and other livestock. Most small farmers here now are able to make payments on their indebtedness and in some cases to buy land.

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Encouraging sign: the number of farm tenants is decreasing.

The Farm Security man here says that among three hundred farmers in his case load the only men who have top-heavy loans or are leaving the land for war work are those who are not interested in farming. The number of applications for loans through FSA has also gone down. The reason is two-fold: (1) the bank now helps these cases where it used to be unwilling to accept the risk; (2) no more young married couples are asking for loans, because the husbands are in the armed forces.

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More often than I'd have expected, a farmer with a large family has gone to a war industry job while the rest of the family carries on the work at home. In one situation that popped up the other day, the farmer and his older son are each earning $300 a month as carpenters. The wife, a son of fifteen and a daughter of sixteen are doing the farm work, with the use of modern equipment, such as a tractor and a milking machine, and a good many hours of hard labor each day. The wife says the income from cream is around $200 a month and the combined family monthly income about $800. Of course, not all of that is clear by any means, but it surely helps when you consider that two, three or four years ago the husband was on a WPA job. The wife says that next year their farm will be entirely paid for and the farmer will then come home again. With butter fat at 53 cents a pound, eggs 38 cents a dozen, and wheat over a dollar a bushel, farm income is the highest for many years. On the other hand, the farmer pays more for everything he buys, and many things he needs for successful farm operation are not available.

Merchants and other small businessmen say they have a lot of trouble getting merchandise to sell. It's pretty hard on them to see a good market for stuff and have nothing on the shelves to supply it.

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The public assistance case load is static in some respects, but in certain phases there is a marked change.

The peak case load for WPA in this county was 700. On October 1, 1942, there were forty-four men and twenty-six women still on the program. Most of the women were cooks on school lunch projects and the men were either on road maintenance or on construction work at the nearby army camp.

Very hopeful thing: many of these men have become skilled workmen through the WPA training school. Their ability to respond to training and to acquire skill has impressed local citizens and some of them have gone so far as to say that it certainly shows the need for more vocational training. Times do change, and sometimes we change with them.

Relief in September 1940 cost about $2,500 and in September 1942 this had gone down to $1,200. In the only city of the county, relief in May 1940 cost about $1,800 as compared with $650 for September 1942. When I counted through the persons on direct relief in September 1942 in this city, I wasn't able to find a single person who was able-bodied. Two years ago medical services were only a small part of the relief cost. Today they account for over half the general relief expenditures.

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There is little change so far in old age assistance. Nevertheless, it shows some shift. A small decrease of about five

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cases a month can be attributed to causes growing out of the war situation—to put it the way the statisticians say it. Young people are getting better jobs and are leaving the community, taking their parents with them. One recipient left the rolls to work on the county highway. Others have more farm income and are no longer in need. Most of the decrease, however, comes about because fewer people apply and the terminations, mainly because of death, more than equal applications. When people don't apply, it's hard to know why they don't. The chances are it's partly increased farming income, partly children better able to support and willing to do so, and partly that older men continue on jobs or are able to get work they haven't had for some time. A few cases carried on relief normally would be transferred now to old age assistance, because they have reached the age of sixty-five; instead they have gone off the relief rolls and we hear no more about them. This is a case of no-news-is-good-news.

In October, thirteen cases of aid to dependent children were closed. In nine of the thirteen, economic factors were the cause. For example, one boy left school to enter defense work, and in several other instances the income of stepfathers increased or fathers with physical disabilities found work they were able to do. In several cases, today's higher wages have made incapacitated fathers forget their physical disabilities. In a few cases, mothers of older children are taking war industry training and will shortly be going off the rolls.

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Those able to do any kind of work are considered an asset in the community and by the community. For a long time a nineteen-year-old-boy has been on the waiting list for the Colony for the Epileptics. Finally there was room for him at the institution. I visited his parents to discuss his entering the Colony, and found that a few weeks before both he and his father had gotten jobs at the big war plant down near the state capital. The boy was earning $7 a day. Needless to say, the family didn't want him institutionalized.

Another man who had come home from the institution for the feebleminded for a summer vacation asked whether he could remain at home after the summer was over, because he had gotten a job as night clerk in one of the hotels.

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During the last few months there has been an increasing number of requests from parents to have their children boarded for the duration of the war. In most of these cases the father is in the army or navy, or in the state guard. In effect, therefore, the children are half orphans. In one case, grandparents who had been caring for the children were going to join in the westward trek and couldn't take the children with them to the Coast. So far there has been no unusual difficulty in finding new boarding homes. This is in contrast to peacetime experiences and apparently is not true in child-placing agencies throughout the nation.

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There is great unrest among the older adolescents. Many of them are leaving school to enlist in the army or navy or to go to work. There has been no increase in the number of unmarried mothers, despite this unrest. In fact, there has been a decrease of unmarried pregnancies in this county during the past year or two. Most of such cases that come to us involve girls from this county who have gone to urban areas. We hear about them because of legal settlement difficulties, payment of confinement costs, and so on. In the majority of cases it has been impossible to establish paternity by court action, because the father was in the armed forces. The Red Cross has been most helpful in interviewing these men and in some cases we have been able to get an admission of paternity.

We have our share of runaway girls and boys. One girl followed a married man from this community clear out to California. Another girl went to Chicago in order to be near her navy friend. She was later returned by the Juvenile Court.

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The impacts of the war are bringing many changes in the life of the county. The changes are testimony to a more fundamental change that very few of us even recognize, and that none of us can fully understand. But I'm going to set down some of the implications that strike me.

I believe the time has come to do away with legal settlement laws. As long as these midwestern and western states followed the lead of the New England colonies in taking over the Elizabethan poor laws, why can't they now follow the lead of another New England state, Rhode Island, and abolish their settlement laws?

People will have to adjust to changes in their way of living. We may adjust to each separate change, but if we fail to sense the force of the total change or the sum of all the losses, then we are not adjusting to the new society that is developing around us and within us. A good many people in this and all other communities lack the morale or the stamina to adjust to change—and I don't mean merely the old people who are supposed to be so set in their ways.

Case work services through an office such as this and through more highly developed welfare organizations can do a great deal to safeguard security. How to provide more case work services is a problem—with decreases in staff, gas and tire rationing, and with all the new demands now being put on welfare boards. Planning on higher administrative levels in nation and state will have some effect; but immediately and perhaps even in the long run, wise planning, sacrifice, and cooperation on the part of the case workers themselves and the local agencies will do the most toward solving this problem.

A number of ministers and priests in this county have told me about the increase in church attendance. It means something when people want to go to church, and do go. A smaller point holds great promise: many parents in the community have told me of their plans to provide recreation at home for their children, since it is increasingly difficult for youngsters to get to movies and dance halls. It indicates a basic change to me when mothers and fathers begin to think of having fun with their children.

All in all, the morale of the people at home seems to be high and they have a lot of optimism about the war and their part in it. They display stout hearts and have a conviction that the risks and the family separation and the losses that must be sustained are all a part of the war effort. In a very quiet way they look upon this as their service to the whole cause. But they are not the entire community. There are many people (and not all of them assistance recipients by any means), who will need all the help that social workers, psychiatrists, and the clergymen can give them in meeting pressures that are too great for them to endure.

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Here in Washington . . .

By Rilla Schroeder

THE initial report of the Izac committee, investigating vice conditions in the vicinity of naval establishments, indicates a promising awareness of certain phases of the problem heretofore neglected.

The report, covering the Norfolk area, recommends the rehabilitation of girls and women arrested, "to the end that they may be instilled with a genuine and impelling interest in regaining their proper places in the social order." Wording is somewhat pontifical but the social outlook is sound.

The subcommittee takes an equally forward position on the need for recreational facilities. "Recreation under proper conditions," the report states, "is no less a morale builder among civilian war workers than in the case of service men." To meet this need the subcommittee recommends that the Navy, the Federal Works Agency and the local communities work out a program adequate to the situation and that the cost be financed largely by the federal government.

The subcommittee is highly critical of the tactics of the War Production Board in holding up construction of badly needed hospitals "on some theory of population." Recommendation is made that WPB "facilitate instead of hamper" work on such projects. WPB is found responsible, also, for "long and unwarranted delays" in providing urgently needed housing for war workers.

Further recommendations are made regarding food and transportation and the report concludes with the suggestion that no more war activities be assigned to the Norfolk area unless it is absolutely essential to the war program.

The subcommittee went from Norfolk to the West Coast where hearings were held in San Diego and San Francisco. No report on them has been published as yet. Additional hearings are scheduled for Newport, R. I. and Portland, Maine.

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LOBBYISTS FROM STATE BOARDS OF EDUCATION swarmed the Capitol corridors this last month. Congress is awakening to the need for an adequate rehabilitation program and the boys back home do not welcome federal control. [See page 131].

The dawning interest in the subject is indicated by a variety of bills dropped in the House and Senate hopper. The majority are doomed never to progress beyond their printing but their introduction is not without significance.

Representative H. H. Carson of Ohio is sponsor of a resolution setting up a Division of the Physically Handicapped in the U. S. Employment Service. The division would cooperate with public and private agencies concerned with the employment of the disabled. Presumably it would carry out the policies of the President's message of last October.

The message stressed federal responsibility, suggesting legislation. That responsibility, however, is shifted to the states (a concession to the lobbyists) in the re-drafted Barden bill for civilian rehabilitation. The original Barden bill, it will be recalled, was a companion measure to the LaFollette bill.

After the LaFollette bill was returned to the calendar the Barden bill was redrafted in committee. Federal participation is maintained on a 50-50 basis, control in state boards of education.

Noteworthy among the other bills and resolutions for the handicapped is one introduced by Senator Claude Pepper of Florida and now before the Senate Committee on Education and Labor. The bill provides training for all types of handicapped children with emphasis on education rather than physical rehabilitation.

In a directive of April 8, the Food Distribution Administration prohibited further civilian use of surplus products.

To continue "penny milk" and school lunches the reimbursal method is being considered. Schools serving lunches and mid-morning milk could secure the necessary products locally and receive reimbursement from Food Distribution.

There will be no assistance for relief clients except in isolated instances where again the products will be purchased in the community.

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THE SENATE COMMITTEE ON BANKing and Currency has reported, with minor amendments, the bill establishing a Civilian Supply Administration. Senator Francis T. Maloney (Connecticut) sponsor of the bill, has been promised early action.

The bill seeks to set up a national policy and program on civilian supply, with the hope of salvaging the small business man and the small business. If it passes (its chances are good) the Maloney bill promises to revolutionize our present system of civilian supply.

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BY A NOT UNPRECEDENTED PARLIAMENtary ruse the House abolished the Farm Security Administration, eliminating all funds for the set-up in the latest Agriculture Appropriation bill. The funds may be restored in the Senate but at this point it is doubtful if the House would concur.

The Farm Security Administration has been the only agency concerned specifically with the sub-marginal farmer, the outcast of the agricultural group.

Should the program be abolished it would mean; (1) the end of the medical care program whereby the sub-marginal farmer and his family received (and paid for) medical attention heretofore unknown to his group; (2) the instruction in proper nutrition which has been slowly but surely reclaiming this group from standards below that of the wildest native in the wildest part of wild Africa; (3) loss of the sub-marginal farmer's sole source of credit when he needed it as he frequently has (his record for paying back has been excellent); (4) the return of this type of farmer to his former unhappy state of isolation (FSA has been his first tie with community life); (5) reduction of the contribution this group has been making to the food program (they've done far more than their share under FSA); (6) elimination of the one agency that has insisted upon safeguards for the low income farmer who has gone to work for another and more successful food producer. The importance of this service can hardly be over-emphasized. It concerns the outside labor (Mexicans, etc.) we are bringing in to harvest our crops. It concerns the maintenance of the pride and independence of a group which has preferred starvation on their rocky mountain farms to being a wealthier, more successful neighbor's ill-paid hired man. It concerns the migrants, the "Joads". It, in the final analysis, concerns us whose food depends largely upon the labor of these people.

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CAPITOL HILL RECEIVED THE NATIONAL Resources Planning Board report on social security [see page 141] with chilled silence. It's a subject the 78th Congress just doesn't want to discuss at this moment. There is an uneasy feeling that it may have to before the next election but it wants the evil day postponed as long as possible.

Any action on social security extension is improbable this session. The Ways and Means Committee, to whom such legislation is referred, has a valid alibi in its pre-occupation with revenue raising, and the House has taken no action on the Burdick resolution setting up a standing committee on social security.

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The Common Welfare

Postwar Public Works

WITH its own future hanging in the balance, the National Resources Planning Board has issued Part II of its notable report on postwar problems and opportunities, "Wartime Planning for War and Postwar." The House dropped the NRPB from the Independent Offices Appropriation bill. So far, there is no evidence that the Senate Appropriations Committee will restore the funds which would enable the NRPB to continue its significant work of research and planning.

The theme of Part II of the NRPB's report is closely akin to that of the widely discussed report on "Security, Work and Relief Policies" (see page 141):

> We have got to provide through planning the means for sustaining the American concept of living, for full employment, security, and the pursuit of happiness, and for giving a reasonable assurance to our people and to other peoples that the Four Freedoms and the new Bill of Rights will be implemented and made real for all persons "everywhere in the world."

The NRPB states that a "shelf" of reserve federal public works projects totaling $7,695,000,000 now are available as a postwar cushion against recession and unemployment. The report calls for competition with the Axis nations in economic planning for "a better world order," but underscores the point that in this country, state planning and action must go hand in hand with planning and action by private agencies and enterprises:

> Their efforts will play a major part in determining the informed "grass roots" public opinion from which all planning —local, regional, national, and even international—must gather its strength and upon which the acceptance and successful execution of any plan depends.

Refugee Conference

THE secrecy surrounding the Anglo-American conference on refugees held last month in Hamilton, Bermuda, made it impossible to judge whether or not the discussions were successful in bringing about any promising plans for relieving the suffering of at least some of the uprooted people of Europe. Even the joint statement issued by the delegations at the end of the last session throws little light on the conference's effectiveness, for it failed to list the recommendations, which "must remain confidential" because they "concern governments other than those represented at the Bermuda Conference, and involve military considerations." Perhaps the very fact that the statement mentioned that there *were* concrete recommendations jointly agreed upon to be submitted to the governments of the United States and the United Kingdom, is encouraging.

But the statement made it clear that little hope can be held out for early aid to those refugees who are trapped in Nazi-occupied territory, for it specified two tests to which each recommendation was put before adoption: Would it interfere with or delay the war effort? Was it capable of accomplishment under war conditions? Thus it may be surmised that the recommendations concern only those refugees in Switzerland, North Africa, Spain, and Portugal. Whether they eliminate plans sponsored by the American Jewish Joint Distribution Committee for getting 1,000 homeless children from France into Switzerland is a question.

The most definite words the statement contained about what went on in the conference sessions, were the following:

> . . . In the course of the discussion, the refugee problem was broken down into its main elements. The questions of shipping food and supply were fully investigated.
>
> The delegates also agreed on recommendations regarding the form of intergovernmental organization which was best fitted in their opinion to handle the problem in the future.

An Issue in the Schools

THE controversy over the appointment of a director of adult education in the New York City school system is of much more than local concern. Two years ago, when the Board of Superintendents issued a nationwide call for applicants for the newly created post, more than eighty candidates appeared. The only one to survive a long period of examinations and interviews was Mark Starr, nationally known in educational circles for the creative program he has developed as director of education for the International Ladies Garment Workers Union. A vote on Mr. Starr's candidacy was long delayed. Finally the board of education rejected him by a vote of four to two. In an ill-considered statement to the press, the president of the board declared that he would oppose the appointment to this position of a labor antagonist and that "by the same token I oppose the appointment of a man who has a long record as a labor protagonist."

Protests were prompt, not only from unions but from civic groups which saw in the board's action a violation of the merit system. The board reopened the matter and by a second (and final) vote confirmed its earlier stand.

Some of the broader educational issues involved are pointed out by the Public Education Association:

> . . . the reactionaries in education . . . are growing dangerously active. . . . They claim to speak for America, yet they ignore our Bill of Rights and transgress its meaning by words and deeds. To them, Mark Starr, the liberal, is a menace. His rejection is their victory. These forces must be conquered if our schools are to continue to be, as they must be, the cradle of our democracy.

Defeat

THE federal government's oblique move against lynching (see *Survey Midmonthly*, March 1943, page 82) apparently has failed. The aquittal of the three men brought to trial last month in U. S. District Court in Hattiesburg, Miss., for the violation of the civil liberties section of the U. S. Criminal Code, leaves no road open for using this as a test case before the Supreme Court of the United States, to determine whether the statute applies to lynching. The men had been accused of depriving of life "without due process of law" a Negro, Howard Wash, who was lynched last October after having been sentenced

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to life imprisonment for the murder of his employer. The verdict in the federal court seemed to be based less on the question of whether the men took part in the lynching than on whether the trial was a violation of states' rights and an attempt to interfere with the southern code of white supremacy. The arguments of the defense counsel belittled the importance of the guilt or innocence of the defendants and reminded the jurors that the South intends to have white supremacy until "Gabriel blows his horn." The proceedings will make strange reading in foreign lands where America is closely associated with the Four Freedoms.

Children of the Cities

THERE has come to this country a report of what England learned when 736,000 unattended children from the cities were evacuated to the countryside in September 1939. In many ways, the Nazi bombs and burnings were less of a shock to the nation than that outpouring of what had been bred up in the slums and tenements, so that Britain saw, in three days of horrified unbelief, the living results of bad housing, overcrowding, neglect, ignorance, poverty, insecurity, disease.

The report, "Our Cities: A Close-Up" (Oxford University Press), is based on a study made in 1939-42 by the Hygiene Committee of the Women's Group on Public Welfare (a dozen women doctors, teachers, social workers, and civil servants) in association with the National Council of Social Services. In its study, the committee considered one by one the chief complaints from the billets, and then went to public sources—hearings, statistics, surveys, reports—for the roots of each problem.

With professional detachment, but with wise human understanding, this group thus probed the facts of modern urban life that lie behind the discovery that tens of thousands of British children are undernourished and neglected, that they are "dirty and verminous, ill-clad and ill-shod, that some had never had a change of underwear or any night clothes, and had been used to sleep on the floor, that many suffered from scabies, impetigo, and other skin diseases, that they would not eat wholesome food . . . that they would not go to bed at reasonable hours, and finally, that some of them were destructive and defiant, foul-mouthed, liars, and pilferers."

Out of their study, this professional group brings as "the dreadful lesson of evacuation" the knowledge of "the home conditions of the lowest of the town dwellers." The study's conclusions are as significant for this country as for England—recommendations for an attack on poverty "from many angles," and for a "campaign for better education, academic, social, and moral" for children and for their parents.

The Doctor Supply

THOUGH the number of communities critically in need of more doctors is not great in comparison with the total number of communities in the United States, those in which the physician shortage is acute are among the most vital to the war program. This revelation was among the findings of a detailed survey made by the Office of War Information and recently released to the public. The trouble, according to the report, lies in distribution, for there are enough doctors remaining in private practice to give adequate care to the civilian population provided their services are properly allocated. Past efforts on the part of the Procurement and Assignment Service to attain an equitable distribution through the voluntary relocation of physicians from communities where there is an abundance of doctors to areas in acute need have "not resulted in a solution of the problem." The situation has been aggravated by the fact that "in too many cases physicians were recruited for the armed services without sufficient regard for the welfare of the civilian population." Relocation has been thwarted, too, in some communities by local physicians who have resisted the entrance of outside doctors into the area. For instance, there is the story of the county medical society which petitioned the local draft board to place every young doctor coming into the area on the available list for immediate induction.

On the other hand, the report cites examples of ingenuity and determination on the part of the remaining physicians to make themselves most effective. Among the methods in use are: agreements among doctors to be on call during alternate parts of the day; the posting of names of available doctors in prominent places; teaming of doctors so that the one nearest the patient would take the call; creation of an alternating system of night calls; establishment of group clinics. Nevertheless, some doctors are "literally working themselves sick attempting to care for the scores of new patients." There are many sections where there is only one doctor to every 5,000 to 6,000 persons compared to the accepted standard of one to 1,500. If the situation is not to get out of control, warns the report, remedial steps must be taken at once.

"For Children"

AS Judge Ben B. Lindsey lay dying in Los Angeles a month ago, he said to his wife, "If I've worn myself out, I've done it for children."

A founder of the Juvenile Court system, a groundbreaker in his insistence that responsibility for juvenile delinquency rests on parents and guardians, and that youthful waywardness can be corrected by proper treatment but not by punishment, Judge Lindsey was a social pioneer who lived to see his chief innovations widely practiced.

As a county judge in Denver, Judge Lindsey developed new procedures for handling juvenile delinquents. Reforms in Colorado state laws for children which he was instrumental in bringing to pass included a contributory delinquency law; laws forbidding the charging of children under sixteen with crime, and forbidding the jailing of children; a law giving orphans the right to $2,000 of an estate before creditors could touch it. What he did in Denver was imitated in other communities and states.

Like all crusaders, Judge Lindsey loved battle. Often he was hasty and violent in speech and action, but his courage was never questioned. Early in his career he wrote "The Beast and the Jungle," an attack on Colorado's political conditions, especially in connection with child labor. This book started the long fight between Judge Lindsey and the state political machine. In 1927, his enemies finally obtained his disbarment. Judge Lindsey moved to California. Seven years later he was elected a Superior Court judge there, receiving the highest number of votes ever cast for that office. The Supreme Court of Colorado finally offered to reinstate Judge Lindsey to the state bar if he would apologize for certain statements. Characteristically, he refused to retract. He was restored a few years later, but he never returned to the state where his outstanding work was done.

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The Social Front

Among the States

FIRST legislative measure passed in California this year was a law permitting school authorities to set up child care centers for children between the ages of two and sixteen. The law includes a provision for in-service training of child care workers. Provision for financing has not yet been made, but the legislature is expected to pass a bill providing for state aid which together with some federal help and fees from parents could carry the burden of cost. . . . To meet the perennial drive to increase old age assistance payments and to decrease the age for eligibility, the governor appointed a seventeen-man Commission on Pensions which recently recommended raising assistance grants from $40 to $50 (minus other income) while maintaining the maximum age limit of 65. A bill embodying these recommendations is pending. . . . Also pending and the object of a great deal of discussion among social workers is the Johnson-Wollberg bill to establish an "integrated program of state and county administration of relief." This would place responsibility in the counties, the state to provide two-thirds of the expenses and to set up standards and policies. A washing of the hands of responsibility for the in-migrant war workers who might be in need at the end of the war is indicated in the clause which limits eligibility (except for a temporary period of ninety days) to persons who lived in California prior to June 1, 1942 and who have resided in the state continuously for a period of five years. . . . One threatening measure which has social workers upset would take the appointment of director of social welfare from the Board of Social Welfare and place it in the hands of the governor. It would also abolish the safeguard of staggered terms for members of the board leaving their tenure to the pleasure of the governor.

Maine—The recent session of the Maine legislature abolished the separate Old Age Assistance Commission, transferring its powers and duties to the State Department of Health and Welfare. At the same time OAA payments were raised from a maximum of $30 to $40 a month. Only a few other measures of a social welfare character turned up during the session. Among them the following became law: a bill setting the standard provision of birth certificates for foundlings; a bill authorizing cities over 50,000 (Portland only) to establish wartime housing authorities to cooperate with federal agencies in providing housing in critical war production areas; an appropriation of $1,000,000 for a postwar public works reserve to be expended under the Marine Development Commission. A bill to shift the responsibility for care of neglected and dependent children from the towns to the state was vetoed by the governor on the grounds that the legislature had not provided funds for the purpose.

Maryland—Among the accomplishments of the Maryland legislature, which adjourned early in April, were: authorization of a system of chronic hospitals; raising the top of old age assistance and aid to the blind from $30 to $40; the establishment of a new Juvenile Court for Baltimore City; the centralization of a system of child care in the State Department of Welfare; authorization for the use of conditional parole for prison inmates to work in public institutions. No action was taken on a model bill for Savings Bank Life Insurance which was introduced in the legislature for the first time.

Oregon—Provision for the operation and maintenance of nursery schools for children two to six was made in the recent session of the Oregon legislature. However, the lawmakers, who made no appropriation for the program, specified that the schools must be carried on by fees and grants other than the regular school district revenues. Another act provides for the supervision and licensing under the State Board of Health of private institutions for the mentally ill. Except for city ordinances, there was no previous regulation of these institutions. Other measures increase the amount of board paid by the state for its charges in homes for delinquent or neglected children. In addition to law-making, the legislators passed a resolution providing for an interim committee to study and investigate the question of adopting a merit system for state employes. They also resolved to petition Congress and the President to amend the Social Security Act to include all public employes.

New York—One of the last acts of the New York legislature before adjournment in early April was the authorization of a $15,000,000 program for day care centers for the care of children of war workers. The measure carried a $2,500,000 appropriation. An additional $2,500,000 has been promised the state by the federal government. The remaining $10,000,000 is to be furnished by the local communities sponsoring the centers and by fees from the parents of the children concerned. Other appropriations included $3,000,000 for postwar planning, $400,000 for the annual public housing subsidy, $21,000,000 for relief. The relief figure represented a cut of $5,200,000 from 1942-1943, made on the grounds of lowered rolls and a $1,000,000 residue from last year's appropriation. "Forgotten" by the legislature was a bill allocating $35,000,000 of housing bond funds for postwar housing in New York City. The oversight blocks the preparation of plans and acquisition of sites for four projects designed to help take up the employment slack expected to follow the war.

Illinois—In Illinois, at this writing, several measures are pending which would affect the social welfare, although so far no action has been taken on any of them. Among them are bills to: amend the present adoption law; allow counties to establish and maintain county departments of public health; raise the age of criminal responsibility among juveniles from ten to sixteen years; enable the state to take advantage of the Aid to the Blind provisions of the federal Social Security Act. Though at this point the governor's budget has not yet been submitted, social workers are anticipating a struggle in securing an adequate appropriation for carrying on the state's new aid to dependent children program.

Minnesota—Though no major social legislation has been enacted in the current session of the Minnesota legislature some changes have been made in relation to aid to dependent children and old age assistance laws. Eligibility for aid to dependent children was extended to children living with certain male relatives. The director of social work was empowered to make reciprocal agreements with other states for the supervision of ADC children moving out of the state. Still pending at this writing is a bill which would raise ADC grants to a maximum of $25 where there is one child and to $20 for the first child and $18 for the second, where more than one are concerned. The old age assistance maximum was raised to $40 a month while $100 in "casual earnings" was made allowable without affecting the grant.

Tennessee—Old folks and children are both to benefit from the recent session of

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the Tennessee General Assembly, for among its achievements was the increase in the maximum old age assistance grant from $25 to $40, and the maximum aid to dependent children grant from $12 to $18 for the first child and from $8 to $12 for each additional child. Aid to the blind was also raised from $25 to $40. The assembly abolished the old Commission for the Blind, transferring its activities to the State Department of Public Welfare and creating within the department a division of services for the blind "to develop measures for the prevention of blindness, and the vocational adjustment of blind persons."

Nebraska— Every person in Nebraska over twenty-one years of age who is "sane and not a public charge as a poor person" is now subject to a per capita tax for old age assistance, under a law passed in the recent session of the state legislature. Previously the tax was limited to persons under fifty. By the middle of last month the only other social welfare legislation passed were laws requiring pre-marital and pre-natal blood tests as a means of controlling venereal disease. However, several measures which had been backed by the Nebraska Welfare Association already had been killed, among them a bill to establish a state merit system. Awaiting action were bills which would: require licenses of boarding homes for the aged and for children; revise the present adoption law; allow the establishment of county health units.

Wyoming— Little interest was shown in social legislation by the Wyoming legislature, which adjourned late in February. About the only bills passed which could be included under the category were measures to require premarital examinations of women; to set up a teachers' retirement system; to provide for the education of children in hospitals. Turned down were proposals for the licensing of maternity homes, permitting the establishment of district or county health units, introducing compulsory health education in the schools. The legislators memorialized Congress to provide partial reimbursement for a grant to the mother or guardian of a child receiving an ADC allowance.

Education

A PLAN for the establishment by the United Nations of an international education office, to repair the educational destruction caused by Germany, was put forward by the U. S. Committee on Educational Reconstruction, a body of civilian authorities, during its institute on educational reconstruction in central and eastern Europe in New York in April. The State Department has invited the committee's cooperation. The proposal for an International Office of Education, in organization and structure not unlike the International Labour Office, was shaped by a group of American, British, and European educators and officials who have been at work on it for about a year. In addition to postwar emergency functions, the office would seek to prevent the future misuse by Germany or any other nation, of its educational system "to breed anything like Nazism." It would provide "international machinery for exchange of ideas and information among the nations as to educational methods and procedures; make technical experts available; facilitate the exchange of teachers and scholars; make available to all peoples of the world instructional materials having international validity and free from narrowly nationalistic prejudices." The institute included sessions on the teacher's role in the postwar time; world charter of democratic education; relief and reconstruction.

Insurance— A national program of education insurance which, after the war, might be spent for any type of education is urged editorially by Prof. Clifford Erickson of Northwestern University in the current issue of *School Management*. "We have been thoughtful enough to provide low cost insurance for the welfare of the beneficiaries. We have provided little to stir the hope of the living," Professor Erickson writes. "Millions of young men are entering the services directly from the classroom. They will have no work experience and no skill to sell when peace comes. Other millions will return to jobs which no longer exist. . . . A national program of education insurance could be relatively simple. It would be voluntary. Each person could decide the amount he wished to be assessed. Federal and state governments would also contribute, possibly on a matching basis. The program would be open to all members of the armed forces and to all civilians." One of the chief objectives of such a program, Professor Erickson states, would be to supply the postwar demand for scientists, teachers, journalists, doctors, dentists, biologists, social workers and other professionals.

Librarian Shortage— A dwindling supply of trained librarians to fill the many new openings, particularly in the army and navy and in government departments, is indicated by figures on library school enrollments recently released by the board of education for librarianship of the American Library Association. The thirty accredited library schools in this country enrolled 1,195 students last fall, a drop of 21 percent as compared with 1941 figures, and of 32 percent below 1940. Individual schools report a decrease of 3 to 55 percent. The report comments: "Few candidates, either recent or more experienced graduates, are now available for mounting numbers of positions. The shortage of 1,000 to 1,200 librarians predicted a year ago has proved to be an underestimate." The report attributes the shortage to larger salaries in business and industry, to the draft which has taken many potential librarians and librarians in service, and to the increased number of openings. The largest number of unfilled positions are beginning positions, at salaries of $1,200 to $1,600 a year, with a few at $1,700. "Several library schools mention hopefully a slight improvement in salaries but they recognize that library salaries in general are still too low to compete with salaries in many other fields."

Adult Education— The Summer Institute for Social Progress, which has held its previous sessions on the Wellesley College campus, will meet this year at Briarcliff Junior College, Briarcliff Manor, N. Y. The conference, which will be held June 17-27, will have as its theme "Issues Today Determining Democracy Tomorrow." Ordway Tead, chairman of the New York City Board of Higher Education, is the institute's program committee chairman. J. Stewart Burgess, head of the sociology department at Temple University, will be chairman of the faculty. Further information from Dorothy P. Hill, 22 Oakland Place, Buffalo, N. Y. . . . Vassar College's second Institute for Family and Child Care Services in Wartime, a training and demonstration center for parents, teachers, social workers, and other professional workers, will be held on the campus at Poughkeepsie, N. Y., from July 1-30. Community organization, child care, out-of-school programs, personality development, preparation for service in China, will constitute the five main fields of study. . . . A curriculum designed to accelerate adjustment to American life will be offered refugee scholars, teachers, and artists attending the fourth Seminar on America, to be held at Black Mountain College, Black Mountain, N. C., July 1-August 12. Courses will provide intensive tutoring in written and oral English, and lectures on American history, government, literature, and education. Fees of $110 will cover all expenses of room, board, and tuition for the six weeks' session. Information from Dr. Herbert A. Miller at Black Mountain College.

The educational services division of the Office of War Information offers special services for adult discussion groups and forums. These include dis-

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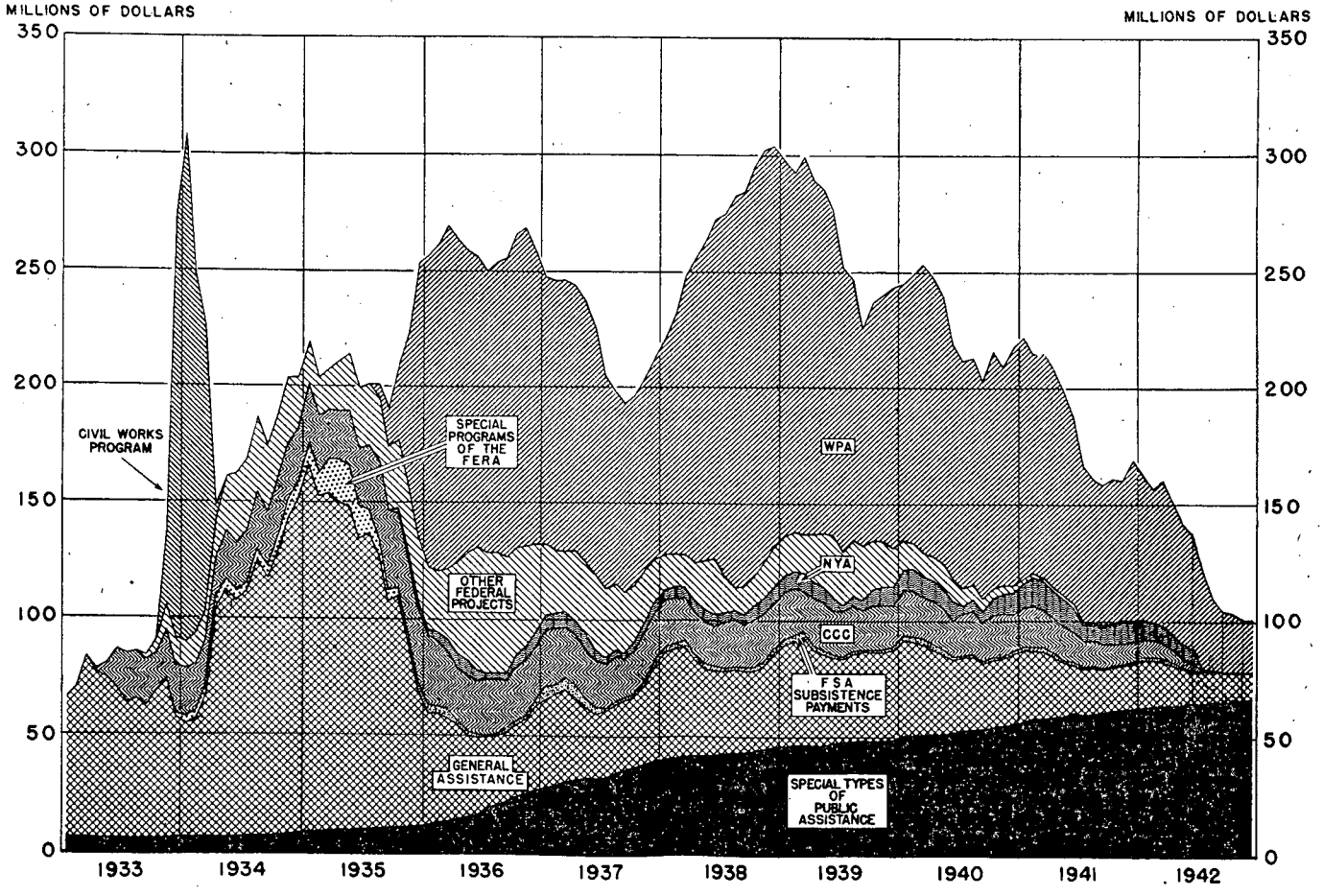
cussion pamphlets and guides, coordination of materials published by other government agencies, counseling service by correspondence in planning discussion programs. Information from Paul H. Sheats, division of educational services, OWI, Washington, D. C.

In Print—The proceedings of the forty-sixth annual convention of the National Congress of Parents and Teachers, held in San Antonio in May 1942, are now available in a cloth bound volume of 376 pp. Price $1.50 from the organization, 300 South Michigan Blvd., Chicago, Ill. . . . The March 15 issue of *Social Action* is a pamphlet, "Moral Goals for Modern Youth," by Eleanor T. Glueck, research criminologist, Harvard Law School. Price 15 cents from the Council for Social Action of the Congregational Christian Churches, 289 Fourth Avenue, New York. . . . The American Council on Education offers "Sound Educational Credit for Military Experience: A Recommended Program." Sent without charge by the council, 744 Jackson Place, Washington, D. C. . . . The first of three volumes on the findings of the study of higher education of Negroes, has been published by the U. S. Office of Education, which was directed by Congress in 1939 to carry out the survey. The present volume, "Socio-Economic Approach to Educational Problems," presents these factors as a background for understanding the educational problems involved. The second and third volumes will deal chiefly with data gleaned from Negro colleges and universities. A leaflet will summarize the principal findings and recommendations. Volume I, paper bound, from the superintendent of documents, Washington, price 40 cents.

Public Aid

SO successful was an experimental manpower salvage program undertaken by the Providence, R. I., relief administration that the program has recently been put on a permanent basis. According to reports from the American Public Welfare Association, $7 in relief costs were saved by the city and state for every $1 spent on the experiment. The program has four parts: testing, training, a casework approach in employment interviewing, a rehabilitation clinic. The tests are designed to determine manual dexterity, clerical aptitude, mental ability, and special interests. The training program makes use of all training resources in the state, and ranges from lessons in the mechanical skills to scholarships to business colleges and universities. The casework approach was made possible in the placement service through the assigning of a social worker to full time work with the local office of the U. S. Employment Service after it was found that many relief recipients require a longer than normal interview, the bolstering of morale, and some follow-up. The rehabilitation clinic is a board composed of the directors of the medical, testing, and training divisions of the program who meet with members of the social service staff to give over-all consideration to the various factors relating to the family's rehabilitation.

From Relief to Taxes—The sudden rise in employment during the past year, coupled with the broadening of the base of income tax coverage, made the question pertinent last March of whether assistance payments were reportable for income tax purposes. When queried by



A DECADE OF PUBLIC AID

The changeable history of public aid in the last ten years, from the depths of the depression to the peak of war "prosperity," are graphically pictured in this chart from the *Social Security Bulletin*. It shows payments to recipients of public assistance and earnings of persons employed on federal work programs in the United States from January 1933 to December 1942. The section of the chart labeled "general assistance" stands for locally financed programs, never more than spottily supplied. "Special types of public assistance" stands for the categorical programs—aid to the blind, to dependent children, and to the aged—which have developed so steadily since 1936 when federal grants-in-aid were first made available to the states.

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the American Public Welfare Association, the U. S. Treasury Department stated that if services were performed for the relief received the money should be included in the gross income and is subject to federal tax. Where no services were performed, the relief is considered as a non-taxable gift. Thus NYA, CCC, and WPA payments are subject to tax. Social security benefits, general relief, and categorical assistance grants are not.

The End—The Department of Agriculture's program for the distribution of surplus commodities to assistance recipients and to schools for lunches will be completely liquidated by June 30, according to recent announcement. Though no allocations of food for school lunches have been made since April 1, and distribution ceased on April 30, the schools included in the program are estimated to have enough food on hand to last them through the school year. Distribution of commodities to assistance recipients may continue to the end of June.

Allotments and Relief— The Pennsylvania State Board of Public Assistance recently approved regulations permitting servicemen's dependents, who are recipients of public assistance, to apply part of their military allotments or allowances to needs not met by the relief budget. Under the new ruling, 25 percent of such income will be discounted before the means test is applied to the family. Also discounted will be "any additional portion which the family needs to pay rent that is higher than the relief budget allows." The move was initiated to encourage voluntary allotments from servicemen who have needy dependents on assistance rolls. On the first of last month, there were some 2,000 families receiving relief from the State Department of Public Assistance pending receipt of soldiers' allotments or dependency allowances. Four hundred others were receiving state aid as a supplement to military allowances insufficient to cover minimum needs.

Closed—The city of San Antonio, Tex., with a population of some 300,000 persons, is now without any public program for general relief, even for unemployables. On March 1, the City - County Welfare Agency, long inadequately supported, was forced to close its doors because of the failure of the county commissioners to provide funds. There was not even any provision made for the distribution of stocks of white flour, corn grits, pinto beans, and oatmeal, which the agency had on hand. At present, a citizens' committee is attempting to persuade the commissioners to reestablish a relief program for unemployables.

The Public's Health

THE social protection section of the Office of Defense Health and Welfare Services, which hitherto has placed its emphasis on persuading communities to clamp down on organized prostitution, is now turning more of its attention to a program to prevent young girls and women from involvement in prostitution and promiscuity. A recent statement issued by the section, offering suggestions for organizing services of local community agencies for such a program, considers two aspects: protection and redirection. In protection it includes the policing of public places in which conditions conducive to prostitution and promiscuity prevail, and the regulation of employment which may lead to such activity. Redirection for women who have already followed the path of prostitution may require vocational guidance, medical and psychiatric care, casework service, vocational training, and temporary shelter and financial aid. Agencies which can participate in a community social protection program are named as:

1. Law enforcement agencies, including the police, the court, the detention institution, the correctional institution, and agencies enforcing labor laws and liquor regulations.
2. Medical and health agencies including the clinic, the venereal disease hospital, the health department—local health officer and public health nurses — the school and industrial health services, the social hygiene associations and tuberculosis and health associations.
3. Public welfare and service agencies including the public welfare department and the child welfare services.
4. Private welfare agencies including the Travelers Aid service, the private family and child welfare agencies, American Red Cross, and private agencies offering shelter.
5. Vocational guidance and training, and job placement agencies including the War Manpower Commission, the U. S. Employment Service, the National Youth Administration, industrial training projects, public school vocational training departments, privately operated vocational schools, and vocational rehabilitation services.

One community which may be on the way to establishing a program along these lines, is the city of Baltimore where the venereal disease council of the local health department recently appointed a special committee on rehabilitation. The committee's first report aimed its recommendations at three groups of prostitutes: older professional women; mental cases; younger girls. For the first group it maintained little could be done other than removing its members from the streets for as long a period as possible "in terms of crimes committed and proved." In order to determine which women belong in the second group, the committee recommended the employment by the courts of competent psychiatrists. For this group it urged that institutional facilities be made available. The third group was the only one that the committee felt to be amenable to rehabilitation. For this group it recommended: an arrangement between the court and the public and private family agencies of the city to provide probation services; the provision of funds to the Department of Public Welfare to maintain small homes to house fifteen to twenty girls each, in which social service would be provided. Those girls who are infected with venereal disease would be treated at the regular existing clinics. The committee purposely did not recommend detention facilities for infected girls because of its desire not to limit care and assistance to only a portion of the girls who need it.

Malaria—An experimental health education service for malaria control was recently completed by the U. S. Public Health Service. The program entailed the summer employment of twenty-six teachers in as many counties and training them in the facts of malaria and techniques of community education. The teachers were assigned to their local health departments as assistants in health education, with the duties of arousing the people in their counties to the menace of malaria and of stimulating them to take action for its control. Although the program was carried on only in rural counties, 38,000 persons were addressed in meetings, 10,000 others were interviewed personally, 362 news articles were printed in local papers, 63 radio programs were broadcast. As a result, 468 houses have been completely screened, 1,529 others had their screens repaired, spraying or oiling was instituted in 790 places, 139 drainage projects were undertaken. Two of the counties devised a health educational program now being used in their schools and recommended by the state superintendent of education for use in all the counties in that state. Other of the project counties have introduced teaching units on malaria into the schools.

An inter-American hunt for additional Western Hemisphere sources of quinine, used in the treatment of malaria, has been instituted by the United States Board of Economic Warfare. A party under the direction of Llewelyn Williams, curator of economic botany of the Field Museum of Natural History, Chicago, is now searching Peru for stands of cinchona trees from which the drug is derived. Expeditions have also been

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sent into the forests of Costa Rica with the same purpose. Though the cinchona tree was originally discovered in Peru and was transplanted to the Far East, before the war 90 percent of the world's supply of quinine came from islands in the East Indies now in the hands of the Japanese.

New Service—A free venereal disease prophylactic station available to both men and women twenty-four hours a day, has been opened in Dallas, Tex., by the city health department. The service, which is offered on a completely confidential basis, is located at the city hospital and is primarily for civilians. Military personnel, however, will be served upon request.

Library—A card file of more than 1,500 references to articles concerned with the health of the nation in wartime, has been built up by the National Health Library, 1790 Broadway, New York. The references are subdivided into various headings, among them child welfare, mental hygiene, industry, nutrition, social hygiene, tuberculosis. New cards are added to the file almost every day. The library, which has the largest collection of material on health in the country, is maintained by twelve national health organizations. Among the material it receives and indexes regularly, are reports and other publications issued by state and city health departments, and more than 500 periodicals. One of its most widely used services is a mimeographed weekly *Library Index*, available on a subscription basis.

Professional

THE Sparkman bill authorizing the army and navy to commission licensed women physicians and surgeons was signed by President Roosevelt in mid-April. Even before the final passage of the bill by the Senate, the navy had sent out questionnaires to a number of outstanding women surgeons. According to testimony of officers in Washington, during hearings on the bill, the navy wants about 600 women physicians, surgeons, and specialists for service. Army officials have not announced their plans, at this writing, for using women physicians.

Probation Meeting—Last month the National Probation Association held its annual meeting in St. Louis, opening on April 9, three days prior to the regional meeting of the National Conference of Social Work, and continuing on through the first day of the conference on April 12. Wartime concerns and post-war problems received the major proportion of attention from the speakers, with juvenile and adolescent delinquency coming in for most emphasis. More than one speaker pointed to the community and family disruption behind recent rises in delinquency, with Charles L. Chute, executive director of the association naming them specifically as: labor migration to overcrowded communities; working mothers; high wages resulting in weakened family control; soldiers and sailors out for a good time. Other speakers gave warning of the social breakdown to be expected after the war and demobilization. Said the Rev. Ralph A. Gallagher, S. J. of Loyola University: "You cannot hand every man a gun today and teach him to kill, and the next day hand him back his pen or his wrench or his shovel and expect him to make an immediate adjustment." Concern was also manifested for the vocational training of prison inmates, job-finding for parolees, jail improvement and recognition of the cultural causes of crime. Among the resolutions was a recommendation that the states and communities "reinforce and extend their facilities for maintaining the integrity of the home and furnishing such supplementary child welfare services as may assist in carrying out this purpose." Another resolution urged social agencies to explore conditions in local detention and custodial institutions for both juveniles and adults and to take steps "to awaken an active public consciousness to correct existing shocking conditions."

Cooperation — A statewide school-agency committee has been organized in Pennsylvania to consider the various problems of training for the public social services in the state. Co-chairmen are Wilber I. Newstetter, dean of the School of Applied Social Sciences, University of Pittsburgh, and Robert P. Wray, acting director of personnel, Pennsylvania Department of Public Assistance. The committee was appointed as the result of a conference of agency and school representatives held in Harrisburg last December to discuss the educational and professional training needs of the public social service agencies. Present were representatives from the U. S. Employment Service, the Bureau of Old Age and Survivors' Insurance, the State Parole Board and from the State Departments of Public Assistance, Labor and Industry, Health, Welfare, and Public Instruction. The conference, which was held at the invitation of the four Pennsylvania schools of social work, was one of a series which will be called to consider ways and means of preparing personnel for the changing needs of the public agencies.

Round Tables—A group of men and women, some of them professional social workers, all of them performing social work functions in war industry in Buffalo, N. Y., have decided to meet for a monthly round table discussion of their common problems. Prime mover in this round table on industrial social service is Hugh Gregory, formerly with the state parole division in Buffalo, and now with Bell Aircraft.

Zoot Suit Study—The Detroit Association for the Study of Group Work has appointed a subcommittee to make a study of the "Zoot-Suit" movement. In a first tentative report, the committee states: "Naturally, we neither mean the 'suit' itself, nor the jitterbug dance. We feel that the phenomenon referred to by this title is more than either of the two, is closer to a youth movement than just some fad, is frightening enough in some of its implications to have the group workers worried, and interesting enough in its manifestations to promise insights into the nature of present-day group phenomena." The study, which is being made informally, includes the symbolic behavior of the zoot-suiters, gang formation, racial and socio-economic stratification, leadership and organization. Fritz Redl, of the School of Public Affairs and

On May 15, Joseph P. Anderson will begin his work as executive secretary of the American Association of Social Workers. Mr. Anderson, who has been in the social work field for eleven years, is a graduate of the School of Applied Social Sciences of Western Reserve University. Formerly with the Brasheer Settlement and then with the Federation of Social Agencies in Pittsburgh, he has been since 1939 in public housing. He served first as tenant selection supervisor of the Pittsburgh Housing Authority, and was chief of the leasing and occupancy section of the Federal Public Housing Authority when he accepted his new position with the AASW.

Underwood & Underwood

JOSEPH P. ANDERSON

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Social Work of Wayne University, who heads the committee, points out that: "It is unfair to confuse all zoot-suiters with gangsterism. Some of them, especially among the colored groups, are very serious about it. It is a kind of dance cult for them, and a real satisfaction for many. It probably prevents as many delinquencies in some as it encourages in others. It all depends—only we don't know on what. Adults have a tendency to be overcritical of it, to generalize prematurely, and to label the whole phenomenon wrong."

Workers for the Adult Blind—Nine courses for workers for the adult blind will be held during the summer session at Western Reserve University, Cleveland, Ohio, under the sponsorship of the American Foundation for the Blind. The courses include two in psychology; one in the fundamentals of social work; one on community resources in social work; and one on social case recording. The courses are designed to meet the needs of home teachers, social workers, placement agents and executives of agencies for the blind. Further information from Evelyn MacKay, American Foundation for the Blind, 15 West 16 Street, New York.

In the Army—The American Association of Psychiatric Social Workers is assembling a file of men social case workers now in the army for use in such army services as may require this training. The file includes graduates of schools of social work approved by the committee on professional education of the AAPSW as meeting the technical requirements for membership in the association; men who have completed all courses in field work but who left in the second year because of induction.

The Family Welfare Association of America reports that a consultation center has been established in the Signal Corps in Fort Monmouth, N. J., for use by men who have difficulty in adjusting to army life. Social workers in the army are being utilized. Further extension of this service is expected.

Undergraduate Training—In March 1942, the Indiana State Board of Public Welfare created a committee on training for social work to study the problem of recruitment of social workers and the possibilities for training personnel for Indiana's state and county welfare departments. The committee met with representatives of the sixteen educational institutions in the state recognized by the North Central Association, and worked out four recommendations for stimulating recruitment and providing training. Most significant, perhaps, is the suggestion that the undergraduate schools provide a functional major or degree in social work. As reported by Arthur W. Potts, secretary of the committee, in *Public Welfare in Indiana,* the major would incorporate courses in economics, political science, psychology, and sociology. The committee also recommended that the undergraduate major include introductory training and experience in social work. The courses suggested were: fields of social work, history of social work, community organization of social agencies, introduction to case work, field observation. The Indiana State Board of Public Welfare has accepted the general recommendations of its committee, and definite plans are under way in several of the institutions to begin training on the undergraduate level next semester.

G. Maillard Kesslere

FRIEDA S. MILLER

Frieda S. Miller, until recently New York State industrial commissioner, has been appointed a special assistant to John G. Winant, U. S. Ambassador to England. She will leave shortly for London. Miss Miller, internationally known expert in labor law administration, was head of the Bureau of Women in Industry and Minimum Wage in the New York State Labor Department before being named commissioner. Earlier, she was with the research bureau of the Welfare Council of New York City. Miss Miller was a government member of four International Labour Office conferences, two in Geneva; at Santiago; and last year in New York. No details as to her London assignment have been given out by the State Department.

Periodical—The new magazine, *Public Welfare,* which has supplanted the planograph bulletin of the American Public Welfare Association, has made four appearances in its brown and blue cover, and is becoming a familiar feature of the professional field. Each issue includes articles on various aspects of public welfare, particularly war services. Each issue also includes news notes from state and local councils, and notes on recent books. The successor to the chatty little news bulletin is edited by Marietta Stevenson, with Gertrude Springer as editorial consultant. The editorial board is made up of Jean Ballard, Alabama; Fern L. Chamberlain, South Dakota; Harriet A. Scantland, Indiana; Willard E. Solenberger, Pennsylvania.

Handbook—As an aid to county welfare board members, the division of social welfare in the Minnesota Department of Social Security has issued a forty-page handbook in convenient pocket size. Designed to help board members understand "the part they play in the administration and development of programs of aid and service available in Minnesota," the booklet includes sections on the function of a county welfare board, its responsibilities, the aid and service programs administered by the state and counties, the organization of the state division of social welfare, the conduct of board meetings.

Summer Institute—The Pennsylvania School of Social Work, affiliated with the University of Pennsylvania, announces a summer institute "for intensive study and discussion of some of the most critical problems confronting social work today, as it endeavors to define and discharge its functions in the wartime and post-war world." The institute will be held June 15 to 25. The program includes morning seminars, afternoon round tables, and evening lectures by well known speakers on general problems cutting across all fields of social work. The institute is open to executives, sub-executives, supervisors, technical specialists, and experienced staff workers in both public and private agencies, and to teachers of social work. Applications should be filed by May 15. The number is limited to sixty.

War and Welfare

RATIONING need not eliminate the custom among wholesale and retail dealers of making food donations to institutions and charity agents, according to spokesmen of the Office of Price Administration as reported in *The New York Times.* But since such donations must be accompanied by a transfer of ration points, institutions will be limited by their point quotas in the amounts they can accept. Individuals who have been wont to collect food from stores and bakeries for the neighborhood poor may continue their practice by presenting the ration books of the members of the families who are to benefit.

In Britain it is illegal for anyone to

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give away rationed foods unless he is a registered supplier who can accept ration points. With a few odd exceptions, such gifts may not be made outside the family unit even to close relatives. Thus, although a person may not give his mother any meat if she is not a member of his household, he may give her a meat pie.

Toward Freedom—Last month, the Joint Commission for Political Prisoners and Refugees announced that Mexico will admit all Spanish Republican refugees interned in North Africa who wish to go there. The 1,500 Spanish still interned in North Africa represent about half the number of Spanish refugees in internment camps when the allies moved into the area. The others have been released and are employed in civilian jobs or by the Allied forces. On the first of April there was a total of 5,700 persons still imprisoned in Algeria and Morocco, according to the commission's estimates. Though a few were criminals and Axis sympathizers, the majority were political prisoners and refugees rounded up by the Vichy regime. However, most nationals of the Allied countries had been released and were awaiting repatriation. Persons whose homelands have been occupied by the Axis are to be sent to the United Kingdom.

For Servicemen—"Legal Protection for the Serviceman and his Family," by Vincent Lo Lordo and Victoria Brown, though addressed directly to the serviceman himself is packed full of information which should be useful to social workers dealing with servicemen's families. Written by staff attorneys of New York's Legal Aid Society, the booklet contains information on federal and state laws affecting the serviceman in relation to cancellation of leases, instalment contracts, insurance, income tax, marriage, alimony, family allowances and allotments, dependency affidavits and other personal concerns. Also included are copies of government application forms and the complete acts and amendments of the Soldiers' and Sailors' Civil Relief Act and the Servicemen's Dependents Allowance Act of 1942. Price $1 from Julian Messner, Inc., 8 West 40 Street, New York.

Civilian Defense—Several recently issued bulletins calculated to aid in community organization for wartime welfare services are available from the Office of Civilian Defense, Washington, D. C. Three prepared by the OCD itself are: "The Block Plan of Organization for Civilian War Services" which describes a method for assuring "total coverage of all households for civilian war services"; "Organization Outline for Local Defense Councils" which sets forth the purposes, duties and functions of the local defense council; "The U. S. Citizens Service Corps," an illustrated handbook outlining the opportunities available for volunteers in wartime community services. "Democracy Means All of Us," prepared by the nutrition division of the Office of Defense Health and Welfare Services, points out the basic principles in community organization that can be called upon in planning a community nutrition program.

Against Waste—So that time, money, and human material may not be wasted through the incarceration of soldiers who have committed non-criminal offenses, the army has recently established nine rehabilitation camps, one in each service command. Instead of being locked up for the duration, as in the last war, men who have been convicted of such offenses as insubordination, absence without leave, sleeping on post, or other military breaches, are sent to the rehabilitation centers to be straightened out. There they spend about half their time in military drill, the rest attending military and ethical lectures. When they leave they are not assigned to the old companies where they got into trouble but are able to start afresh in a camp new to them. At maximum capacity the nine centers will accommodate 18,000.

Welcome—In its efforts to welcome Seattle's 100,000 war worker newcomers and their families, the Seattle Council of Social Agencies is issuing a weekly recreational bulletin, "Hi, Neighbor," which has the intriguing subtitle, "Look What's Doing!" The bulletin includes a directory of places where the newly arrived may receive information on housing, employment, counseling service, day care for children, education, churches. In addition, there is a calendar of recreational events scheduled by the Y's, little theaters, churches, and other groups.

People and Things

ON the list of Guggenheim Fellows for 1943 appear several names familiar to *Survey Midmonthly* readers. This year, there are sixty-four grants by the foundation established and endowed by the late Senator Simon Guggenheim and his wife as a memorial to their son. The grants are to scholars, artists, and creative workers in all fields who have demonstrated their ability "by the previous production of contributions to knowledge or by the production of works of art." This year's list includes: Elizabeth McCausland, art critic on the Springfield *Republican* and teacher of the history of art at Sarah Lawrence College, who will prepare a study of the status of the artist in America from colonial times to the present; Joseph Hirsch, Philadelphia, whose first Guggenheim fellowship was used to paint pictures and make posters for the American Red Cross and various war agencies (see the cover of the January *Survey Graphic*) and who will use his second to continue similar work; Dr. Abram Lincoln Harris, professor of economics, Howard University, for the preparation of a book on the types of economics and their current significance.

Red Cross—Dr. Vladimir Lebedenko of Moscow, recently appointed as representative of the Alliance of Red Cross and Red Crescent Societies of the USSR to the American Red Cross, has arrived in this country. Dr. Lebedenko was appointed by Dr. S. A. Kolesnikov, chairman of the executive committee of the Alliance. His duties will be the maintenance of contact and cooperation between the Alliance and the American Red Cross for the purpose of exchanging experience and of better organization of medical aid to sick and wounded servicemen and to civilian victims of hostilities. Dr. Lebedenko is head of the faculty of surgery of the First Moscow Medical Institute and is scientific secretary of the Association of Soviet Surgeons. He was accompanied to this country by Dr. S. A. Sarkisov, who is en route to London to take up a similar post as liaison with the British Red Cross. . . . Mrs. August Belmont has resigned from the central committee of the American Red Cross, after a quarter century of service to the society, Norman H. Davis, chairman, announced last month. The central committee adopted resolutions of appreciation of Mrs. Belmont's work, and named her an honorary member of the committee. Mrs. William O. Rowland, Jr. of Torresdale, Pa., was elected to her place. . . . Edward J. Beinecke, chairman of the board of Sperry and Hutchinson Co., New York, who has worked as a Red Cross volunteer in England since last October, has been named deputy American Red Cross commissioner in Great Britain. He will be concerned primarily with operations and coordination with department directors of Red Cross services to the armed forces.

Changes—Gay B. Shepperson has been appointed assistant to the chief of the Children's Bureau, U. S. Department of Labor, and will be responsible for the social service work of the bureau. Miss Shepperson takes the place of Charles I. Schottland, now a U. S. Army major. Until recently Miss Shepperson was principal assistant in the board of public welfare of the District of Columbia. Earlier, she served as director of the

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children's bureau of the Virginia Board of Public Welfare, director of the Georgia State Welfare Department, and administrator of the FERA and WPA programs in the state of Georgia. . . . Mrs. Mary Salt has been appointed director of social studies at the Los Angeles Tuberculosis and Health Association. . . . Arthur W. Potts, who has been a member of the staff of the Indiana State Welfare Department for five years, became director of the division of public assistance on April 1. Thomas L. Metsker, acting director since the resignation of Virgil Sheppard last October, will continue with the division as administrative assistant. . . . Elizabeth O'Malley has been appointed supervisor of sight conservation, Florida Council for the Blind, Tampa. Miss O'Malley was formerly supervisor of the aid to blind department in the Denver, Colo., public welfare bureau. . . . Dr. Edgar A. Doll has resigned as director of research at The Training School, Vineland, N. J., to accept the position of director of Bonnie Brae Farm for Boys at Millington, N. J. For the past seven years Dr. Doll has served Bonnie Brae Farm as consulting psychologist.

Committee Dissolved— The National Committee on the Cause and Cure of War, organized in 1925, was dissolved at a meeting in New York City on April 8. Henceforth, the members of the group will cooperate with the Women's Action Committee for Victory and Lasting Peace. Dr. Esther Caukin Brunauer, who has been acting chairman of the late committee, will serve as chairman of the Washington service committee for the Women's Action Committee, and Mrs. Robert Low Bacon will be vice-chairman.

War Jobs— President Roosevelt has filled out his corps of six White House administrative assistants by the selection of Jonathan Daniels of Raleigh, N. C. According to *The New York Times*, "He will have a roving commission as a trouble shooter, apparently restricted to no particular field of executive activity but acting on direct orders from the President and reporting only to his chief." Mr. Daniels resigned the editorship of *The Raleigh News and Observer* to enter government war service as assistant director of OCD. He left that post some months ago and since then has been doing confidential work at the President's request. . . . Dr. Luther E. Woodward, who has done psychiatric social work for eleven years for the child guidance bureau in the New York City school system, has received a leave of absence to serve the National Committee for Mental Hygiene. He will aid in developing facilities to guard against the induction of men with mental disabilities. . . . Robert Newton, assistant chief of special aids in the Los Angeles Department of Public Assistance, has resigned that post to accept a position as manager of the plant of the Aircraft X-Ray Laboratories. . . . Dr. William A. Jenny, who resigned as executive secretary of the Pennsylvania Welfare Conference, effective January 1, is overseas with the Red Cross. . . . Capt. Earl C. MacInnis, formerly superintendent of the McKinley Home for Boys in Los Angeles, is now registrar of the Army Institute at Madison, Wis.

In Memoriam— "These things he believed: that wars must end and will; that selfishness would vanish from the earth; that the state exists for man and never man for state; that government must lend its aid to the victims of injustice; that the welfare of the many must come before the profits of the few; that oppression is next door, though it arise five thousand miles away; that America's hopes are the hope of all mankind; that truth extinguished by tyranny's storm will burn again and light the world."

This is quoted from the tribute paid by David Diamond, former justice of the New York State Supreme Court, and the concluding speaker at the memorial services for David Craig Adie, late New York commissioner of social welfare, held at Buffalo on April 11. Norman P. Clement of the State Department of Social Welfare presided. The other speakers were John Lord O'Brian, general counsel of the WPB, representing the former Charity Organization Society of Buffalo; Joseph A. Wechter, president of the Buffalo Council of Social Agencies; Lawrence S. Greenbaum, chairman of the State Board of Social Welfare. Tributes were read from President Roosevelt and former Governor Lehman, with both of whom Mr. Adie was associated as a New York state official.

Deaths

JANET LORD ROPER, known to sailors all over the world as Mother Roper of the Seamen's Church Institute, in New York, at the age of seventy-four. Mrs. Roper devoted the last twenty-eight years of her life to the management of the institute, overlooking New York Harbor, with quarters for 1,600 seamen. More than twenty years ago, she organized the Missing Seamen's Bureau, as a central agency for tracing sailors, and through it located more than 6,000 wanderers whose families had inquired about them. During the past year, she began compiling a master index of all merchant marine casualties announced by the government.

The Seamen's Church Institute is establishing a Janet Roper Memorial Fund, which will be used to continue and expand the Missing Seamen's Bureau and other personal services to seamen and their families.

A biography of Mrs. Roper by Jonathan Finn will be published early in the fall by Doubleday, Doran.

MARY L. SILVIS, in Springfield, Ill., at the age of seventy-two. Mrs. Silvis was assistant director of the Illinois Department of Public Welfare, the first woman ever appointed to that position. She was especially active in the promotion of the juvenile delinquency prevention program, and in the establishment of the women's reformatory at Dwight, Ill.

LILLIEN J. MARTIN, in San Francisco, at ninety-one. Professor *Emeritus* of psychology at Stanford University, and a pioneer in the work of rehabilitation of the aged, Dr. Martin appeared regularly at her office as a consulting psychologist up to a week before her death. Dr. Martin founded the first child guidance clinic in this country. Later, she served as psycho-pathologist and chief of the mental hygiene clinic at San Francisco Polyclinic and Mount Zion Hospital. In 1929 she founded the Old Age Center, where she received old people not as patients but as students. She wrote widely on subjects in her professional fields. [See "Don't Be Your Age," by George Kent, *Survey Graphic*, June 1940.]

EMMA A. WINSLOW, at the age of fifty-six. Director of the division of records and reporting of the USO national headquarters in New York, Miss Winslow died on a train, en route to her home at Riverside, Conn. She joined the USO in August 1941, after having served as director of social statistics with the U. S. Children's Bureau. Earlier, she had been with the New Jersey Pension Survey Commission, the National Commission on Law Observance and Enforcement, the Commonwealth Fund, the New York Charity Organization Society.

THE REV. DR. NORMAN B. BARR, in Chicago last month, at the age of seventy-five. Founder of the Olivet Institute on the near north side of Chicago, Dr. Barr belonged to that group of social welfare pioneers that contained such figures as Jane Addams of Hull-House and Graham Taylor of Chicago Commons. He began his ministry to the material and spiritual needs of the people in the crowded tenement district in a small mission, with several old houses as quarters, and served the same neighborhood for forty years before retiring.

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Book Reviews

Record of Change

SOCIAL WORK YEAR BOOK: 1943, edited by Russell H. Kurtz. Russell Sage Foundation. 764 pp. Price $3.25, postpaid by Survey Associates, Inc.

IT was no easy decision that faced Russell H. Kurtz and his editorial advisers when they sat down, more than a year ago, to scheme out the 1943 Social Work Year Book. The country was at war; social patterns were being reshaped over night. No one could guess what changes would be wrought in social conditions and social services before the book reached publication in the early months of 1943. There was a temptation to yield to the turmoil of events, to break away from the successful framework established in the six preceding biennial volumes and to bring out a special edition dealing wholly with wartime organizations and services.

Fortunately, or so it seems to this reviewer, conservative counsel prevailed and the decision was taken to keep to the formula of presenting social developments in their regular setting with such modifications and changes as war conditions have imposed. Important events resulting from war and civilian defense organization have not been minimized but are kept in proportion to the whole social scene on the sound theory that: "The social problems of wartime are, for the most part, not new; rather, they are but accentuations of the familiar phenomena with which social agencies deal in peacetime and call, in the main, only for modifications or extensions of peacetime organizations and methodology."

The Year Book is in two parts: first a series of seventy-eight authoritative articles on topics ranging from Administration of Social Agencies right through the alphabet to Youth Programs; second, a directory of national and state social and related agencies, both governmental and voluntary, 1,110 in all.

Although the topical articles provide in each instance a modicum of historical background and a review of peacetime operations and objectives, few if any of them fail to take account of the impact of war or to identify trends that point to changes in the postwar period. None of them was written in an ivory tower. Much of the material, notably in the field of child welfare, is presented with a fresh new approach. Many new topics, not covered in earlier volumes, have been added, particularly in the area of welfare organization in wartime. For example: Social Aspects of Selective Service, Civilian War Aid, Community Welfare Planning in Wartime, Postwar Planning. The selected up-to-date bibliographies accompanying each article are, of course, invaluable.

Mr. Kurtz and his associates have done their usual skilful job of editing, bringing the inevitably uneven contributions of seventy-eight writers into uniformly clear, crisp exposition. The volume they have produced is sober and informative, in the stream of events but not caught in the whirl of currents. It is a record of change which is both a depiction of the times and a link with history, past and future.

Osterville, Mass. GERTRUDE SPRINGER

Environment and Delinquents

JUVENILE DELINQUENCY AND URBAN AREAS, by Clifford R. Shaw and Henry D. McKay. University of Chicago Press. 451 pp. Price $4.50.

YOUNG OFFENDERS, by A. M. Carr-Saunders, Hermann Mannheim and E. C. Rhodes. Cambridge University Press Dept. and Macmillan, New York. 168 pp. Price $1.75.

CONCERNING JUVENILE DELINQUENCY, by Henry W. Thurston. Columbia University Press. 236 pp. Price $2.75.
Postpaid by Survey Associates, Inc.

IT is fortunate, indeed, that at the very moment when our psychiatrists, social workers, and the law-enforcement officials are "pointing with alarm" to the rapid rise in juvenile delinquency, there come from the press these three interesting and sobering publications. They are interesting in that they are well written and prove anew that extremely well documented research studies can be reported in a readable style. They are sobering in that they emphasize the social and economic ills that constitute the supporting and contributory factors to childhood misdemeanors. Three times in the past quarter of a century we have experienced a rise in juvenile delinquency in times of marked social and economic change—during the first World War, during the depression, and finally in our present conflict. In each instance we have concentrated on temporary social conditions in our research for etiological factors and have let current upheavals blind us to ever-present, fundamental evils. On the other hand, these three publications bring before us the picture of poverty, poor housing, economic insecurity, adult crime, inadequate reaction, undiversified school curricula, disorganized or unorganized community planning—all of which have served and still serve as the backdrop for juvenile delinquency.

"Juvenile Delinquency and Urban Areas" adequately supports the thesis of the direct relationship between juvenile delinquency and the physical deterioration within our American cities. It also emphasizes the variations and differences inherent in dislocations in twenty-one cities. The attention to detail and the insight into geographical, racial, economic and cultural subtleties make this book a masterpiece. Just as Dr. Healy's great work on the "Individual Delinquent" focused our attention on the inner needs of the individual child involved in crime, so should Shaw and McKay's studies serve as our guide in an attack upon the external factors that fail to meet those needs. They are companion volumes.

"Young Offenders" is a study of juvenile crime in England. Approximately half of the data on 2,000 consecutive cases were gathered in London, the remainder being from Manchester, Leeds, Sheffield, Hull, Nottingham, and Cardiff. The study has added merit in that a control series of non-delinquents of approximate age and mentality were included. In this it is not unlike studies now in progress in certain cities in this country.

In "Concerning Juvenile Delinquency," Mr. Thurston set as his task a survey of the progressive changes in our perspectives, and he accomplished his task in admirable fashion. Drawing from available sources—such as statements of authorities in the field, newspaper items, magazine articles, and personal observations—he presents a series of discussions on the various aspects of juvenile delinquency. Though the book falls just short of being a textbook in the traditional sense, it may prove more valuable than a textbook because it will be enjoyed when read.

Psychiatrically attuned readers may deplore the lack of emphasis on the drives and needs of children in these three books. In reality the individual is not neglected by any of the authors, for he is easily seen as a part of the milieu. His needs become more apparent when the "whole child" is treated as a child-environment relationship and when no one need is advanced as paramount and no one treatment is advocated as a panacea. GEORGE E. GARDNER, M.D.
Director, Judge Baker Guidance Center Boston, Mass.

Domestic Values

THE FAMILY AND DEMOCRATIC SOCIETY, by Joseph Kirk Folsom. With chapters in collaboration with Marion Bassett. Wiley. 755 pp. Price $4, postpaid by Survey Associates, Inc.

THE author has built upon the foundation of an earlier edition a new interpretation of domestic values and opportunities. This reconstruction is a consequence of his sensitiveness to the significance of the existing worldwide ordeal, now challenging our complacent confidence in democracy and forcing us to realize that America's favored cultural choice must meet in a survival life-and-death struggle an utterly different philosophy. The opposing ideologies not only have a determining effect on marriage and the family, each also must draw its support from its own type of family experience. Knowing this, the au-

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thor is not content merely to bring his readers a scholarly analysis of family life. He tries also to make a contribution to the strengthening influences of democracy by emphasizing the values the family possesses for those committed to the American way of life. In addition to a changed and more matured viewpoint than the earlier edition, the book also contains three chapters written by his collaborator, Marion Bassett, who brings to her assignment the understanding of a practicing mother. The book as a whole not only reveals a wide and discriminating familiarity with the literature dealing with domestic experience, but also uncovers Dr. Folsom's personal acquaintance with the tragedies and successes associated with family life.

ERNEST R. GROVES
Institute for Research in Social Science
University of North Carolina

Comprehensive Review

THE FIELD OF SOCIAL WORK, by Arthur E. Fink. Holt, 518 pp. Price $3, postpaid by Survey Associates, Inc.

WHEN this over-all look at social work was projected, the author had in mind four classes of readers: the college student seeking to estimate the possibilities of social work as a career; the beginning public social worker without professional training; the lay person as a potential contributor; and the board member or volunteer worker eager to see where his agency fits into the whole picture. These are fairly diverse interests for one book to serve; but Mr. Fink has succeeded well in his self-imposed task.

The first chapter gives a brief account of the origins and development of social work here and in Europe. Each of the seven chapters that follow deals with a different type of social casework, while one chapter is devoted to social group work and one to community organization. This disparity is due not to any estimate of the relative importance of the three fields, but to the fact, as the author points out, that social casework has a longer history, has developed more specialties, has been more given to self study, and has produced a much larger literature than the other fields.

The author's method is to discuss briefly the developmental history of each type of work to which a chapter is devoted; to discuss the present situation within that area, with particular regard to professional and training aspects; and to close each chapter with an illustrative case record, each contributed by a different practicing social worker. This device gives variety and interest to the style.

The book reads easily, and should be useful to others than the four groups at whom it is aimed. An extremely interesting project for a graduate student would be to compare it for trends with two earlier books which attempt to do much the same thing—Warner's "American Charities for the Year 1894," and Queen and Harper's revision entitled "American Charities and Social Work," which appeared in 1930.

New York JOANNA C. COLCORD

Vital Victory

REHABILITATION OF THE TUBERCULOUS, by H. A. Pattison, M.D. Livingston Press. 189 pp. Price $2.50, postpaid by Survey Associates, Inc.

VICTORY over tuberculosis is a vital part of the total victory which must be won in the building of a better world. Until this dread scourge is conquered freedom from fear cannot possibly become complete, and progress toward freedom from want will be obstructed by the human wreckage and impoverishment which tuberculosis leaves in its wake. Since 1882, when Robert Koch of Berlin discovered the causative living germ, great advance has been made in medical treatment and public education, but one very practical and essential problem has been much neglected. That is the problem of rehabilitation for normal living and working, to which this timely book is specifically addressed.

As stated in the introduction by Dr. Charles J. Hatfield of Philadelphia, Dr. Pattison has devoted a quarter-century

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to the study and demonstration of how best to restore to self-reliant status persons in whom the disease has been arrested but who need a transition period of suitable preparation before they can safely go their independent way. In the pioneering work of Potts Memorial Institute at Livingston, N. Y., which he organized and has directed from its beginning in 1926, he has solved this problem with notable success; while during the same years he has visited and observed the methods employed and results obtained by somewhat similar centers in America, England, and Europe. Upon this broad foundation he has written a book which is itself a foundation for continued progress in this field.

Though compact, his presentation is comprehensive, with an opening chapter on background, thorough discussion of rehabilitation, and supplementing chapters on such broad factors as mental attitudes and effects, marriage, and eugenics. Written in plain and forthright English, it is easy to read and meets a need. Good bibliographies enhance its usefulness.

New York JOHN DANIELS

Individuals and Alcohol

EFFECTS OF ALCOHOL ON THE INDIVIDUAL: ALCOHOL ADDICTION AND CHRONIC ALCOHOLISM, edited by E. M. Jellinek, M.D. Yale University Press. 336 pp. Price $4, postpaid by Survey Associates, Inc.

SIX authors including the editor have collaborated in preparing this, the first of the three volumes planned as a magnum opus of the Research Council on Problems of Alcohol. The present volume is said to be "devoted entirely to the etiology and treatment of abnormal drinking and to the mental and bodily disorders of chronic alcoholism." Experimental data play a quite subordinate role and appear only where they assist one's understanding of the clinical material to which the book is chiefly restricted.

Volume II is to be devoted to "experimental material" and to "germ damage."

Volume III will present "the magnitude of the problem in terms of incidence," with some statistical analysis.

The editor makes it clear that the social effects of the use and abuse of alcohol are not to be dealt with in this series. The bearing of alcoholism upon family, criminality, poverty, and industry will be touched upon only so far as these may serve as indices of inebriety. The immediate results of what we are to understand as "abundant drinking" upon the individual are the substance of the text, supplemented by some thirty-three pages of references culled from the mass of scientific or professional literature up to the year 1941. That the reviewing has been critical we can assume from the statement that in several instances "the reviewers were justified in ignoring the verbalized conclusions of the investigator."

The two chapters in Part I by Bowman and Jellinek deal with "Alcohol Addiction and Its Treatment" and "Alcoholic Mental Disorders," while in Part II we have "Vitamin Deficiencies in Chronic Alcoholism" by Jolliffe, "Alcoholic Encephalopathies and Nutrition" by Jolliffe, Wortes, and Stein, "Marchiafava's Disease" by Lolli, and "Cirrhosis of the Liver" by Jolliffe and Jellinek.

To the person not conditioned by the elaborate complexities of much of contemporary confusion about alcohol, it would seem that the etiology of alcoholism was fairly clear, direct and widely accepted, and that treatment consisted primarily in withholding the drug. No such simple ideas appear in the text before us, and we are advised that alcohol addiction is to be treated by "psychotherapy for increasing numbers of people" who, it may be observed, although incapable of self-control, have unlimited access to their liquor.

The clinician in private practice will find little here to help him manage the wife or husband in his alcoholic families, except the urge to put family and friends as well as his patient into the hands of the best psychiatric institution for an indeterminate course of analytical investigation.

The clinical descriptions are in the best medical manner. Nowhere can one find better summaries of contemporary clini-

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cal investigation and a consensus of sound opinion as to the states of body and mind of the alcohol addict. The chief defect is a lack of adequate definitions of the terms of first consideration such as addiction, acute and chronic alcoholism, normal and abnormal drinking, inebriety, intoxication and drunkenness.

Perhaps the Research Council on Problems of Alcohol will yet consider the social as well as the individual effects of drinking, both normal and "abnormal."

New York HAVEN EMERSON, M.D.

Needs of Young Children

CHILDREN'S CENTERS—A GUIDE FOR THOSE WHO CARE FOR AND ABOUT YOUNG CHILDREN, edited by Rose H. Alschuler. Morrow. 168 pp. Price $1.50, postpaid by Survey Associates, Inc.

THIS book comes most opportunely as the attention of thinking people is turned to the extreme need of young children at this time of national crisis. The "thinking people," however, often are not familiar with sources of information on planning, equipping, and staffing children's centers. This book comes as an answer to their problem for it is dedicated to those of the general public "who care for and about young children."

The foreword makes reference to the history of nursery schools in this country and in England. This will help the lay person orientate himself and think in larger terms of the problem of his community. Five chapters are devoted to the practical consideration of planning, housing, financing and equipping a nursery school. These discussions with helpful directions and admirable diagrams and drawings will enable a committee to go ahead with confidence. There is little discussion, however, of the staff requirements. It is true that it is stated that they shall be "trained in the knowledge and techniques of child care," but committees would have little idea of just what a professional training should comprise nor of the standards which they should look for in choosing staff. The chapter "All in a Day's Work" is written with a deep understanding of young children. This and the beautiful photographs scattered through the book will do much to help a committee understand the underlying philosophy of work with young children.

"Unfortunately it is not possible to do more than indicate some methods of approach and try to highlight a few of the many problems involved." The editor evidently feels as the reviewer does, that the pressure of the situation has resulted in a somewhat hurried attempt to place the book before the public. Its contents would have been enriched and broadened by wider reference to other writers and points of view, as for instance those whose works are noted in the bibliography.

MARY V. GUTTERIDGE
Merrill-Palmer School, Detroit

Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

GIRL SCOUTS—155 East 44th Street, New York, N. Y. A non-sectarian, character-building organization, training girls to be responsible citizens and resourceful people. Democratically run troop activities provide opportunities for war work, community service, hobbies, outdoor living. Program adapted to Brownie Scouts (7-10), Girl Scouts (10-15), Senior Girl Scouts (15-18) functions through volunteer leaders and committees that supervise and promote Girl Scouting locally.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President: E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organizations, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Fred K. Hoehler, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The seventieth annual convention of the Conference will be held in the form of three regional meetings scheduled as follows: New York City, March 8-12; St. Louis, Mo., April 12-16; Cleveland, Ohio, May 24-28. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and four Branch Offices in San Francisco, St. Louis, Alexandria, Va., and New York City. There are 3742 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention. Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home mission boards of 23 denominations of the United States and Canada. President, Mrs. Norman Vincent Peale; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 203 North Wabash Ave., Chicago, Ill.

JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh.

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134 East 39th Street, New York, N. Y.
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*HOWARD UNIVERSITY, Washington, D. C.
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Louis E. Evans, *in charge*

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School of Social Welfare
Earl E. Klein, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
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